

Redevelopment Strategy and URBAN DESIGN PLAN 1984

INSTITUTE OF GOVERNMENT
STUDIES LIBRARY
MAR - 6 2000

UNIVERSITY OF CALIFORNIA

**Prepared for:
The Redevelopment Agency
City of Livermore**

**By:
The Planning Collaborative, Inc.**

**Supported by:
Adam Krivatsy, AICP
DKS Associates
Keyser Marston & Associates, Inc.**

June 1984

**REVISED: June 1985
 October 1992
 September 1998**

City Council of the City of Livermore

Dale Turner, Mayor	Cathie Brown
Ayn Wieskamp, Vice Mayor	Marhsall Kamena
John Stein	

Downtown Redevelopment Urban Design Plan Task Force

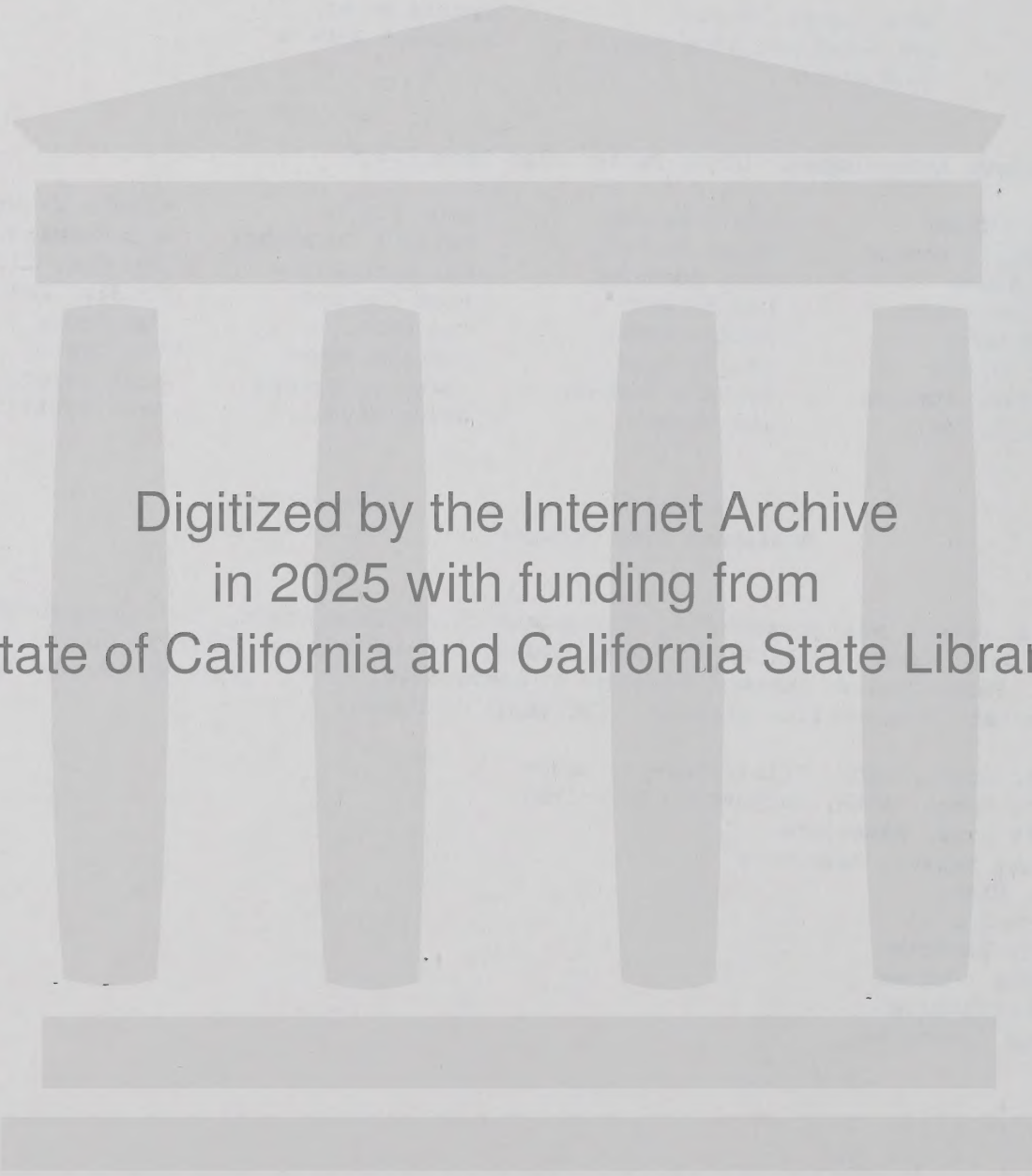
Dale Turner	Ayn Wieskamp	John Stein	Cathie Brown
Marshall Kamena	Helen Dentici	Barbara Guarienti	Bob Rumberger
Bob Heath	Pete Montalvo	Dan Spruiell	Dom Saccullo
Mel Harrison	Lou Holveck	Rick Corbett	Bridget Borchers
Norm Hong	Bernie Ertel	Tom O'Malley	Jud Scott
Bob Santin	Philip Dean	Carolyn Wentz	Tot Green
Candace Simonen	Barbara Hornady	Rosemary Stroud	Mike Burger
Dorothy Hock	Ian Watson	Susan Mayall	Dave Manetti

City Manager. Lee Horner
Assistant City Manager. . . . Jerry Peeler

This report was prepared by The Planning Collaborative, Inc. supported by Mr. Adam Krivatsy, AICP; Mr. John Dowden, DKS Associates, Traffic Consultants; Mr. Mike Conlon, Keyser Marston & Associates, Inc.; and Mr. Bruce Race, Historic Preservation Planner. TPC staff includes:

Jeff Grote, ALCP, Principal-in Charge
Tito Patri, ASLA, Supporting Principal
Jeff Loux, Associate
Kathy Ashley, Associate
Ron Miska
Marc Russel
Pete Pedersen
Andie Cochran
Jim Eggemeier
Judy Czarnecki

Historical photographs courtesy of the Livermore-Amador Valley
Historical Society, with the help of Ann Dass.



Digitized by the Internet Archive
in 2025 with funding from
State of California and California State Library

<https://archive.org/details/C124922799>

TABLE OF CONTENTS

	<u>Page</u>
TITLE PAGE	i
ACKNOWLEDGEMENTS	ii
THE PLAN IN BRIEF.	iii
TABLE OF CONTENTS.	iv
CHAPTER 1 -- VISION OF A BETTER DOWNTOWN	
INTRODUCTION	1
PURPOSE AND SCOPE OF THE PLANNING STUDY.	1
THE DOWNTOWN TODAY	2
ECONOMIC NEED FOR REVITALIZATION	3
PUBLIC AND CULTURAL NEED	3
VISION OF A NEW SENSE OF PLACE	4
CHAPTER 2 -- REDEVELOPMENT STRATEGY, GOALS, AND POLICIES SUMMARY	
THE AIM.	9
THE REDEVELOPMENT STRATEGY	9
LAND USE AND URBAN DESIGN PROGRAM.	9
PHASED ACTION PROGRAM.	10
GOALS AND POLICIES SUMMARY OF THE DOWNTOWN PLAN.	12
OVERALL DOWNTOWN REDEVELOPMENT GOAL.	12
OLD CORE AREA REVITALIZATION POLICIES.	12
DOWNTOWN LAND USE DEVELOPMENT.	12
TRAFFIC CIRCULATION AND PARKING.	12
URBAN DESIGN	13
IMPLEMENTATION	14
CORE AREA REVITALIZATION POLICIES.	14
SUPPORTING DOWNTOWN LAND USE DEVELOPMENT POLICIES.	17
SUPPORTING TRAFFIC CIRCULATION POLICIES.	19
SUPPORTING DOWNTOWN URBAN DESIGN POLICIES.	21
IMPLEMENTATION POLICIES AND ACTIONS.	23
CHAPTER 3 -- OLD CORE AREA URBAN DESIGN PLAN	
INTRODUCTION	27
DESIGN THEME AND PRINCIPLES.	27
STREETSCAPE.	27
PEDESTRIAN OPEN SPACE.	28
A "FRIENDLY GARDEN" ATMOSPHERE	29
PLAN AND LAND USE PROGRAM.	29
THE SHOPPING STREET ON FIRST	29
PLAZAS AS ANCHORS.	29
PUBLIC USE FACILITY.	30
PARK ORIENTED OFFICE DISTRICT.	30
MUNICIPAL COURT SITE OPTIONS	31
VISITOR WINE CENTER.	31
SPECIALTY RETAIL PROGRAM OF THE INNER CORE AREA.	33
OUTER CORE AREA.	33
CORE AREA TOTAL LAND USE PROGRAM	34
LAND USE PROGRAM IMPLEMENTATION.	35

TRAFFIC PROVISIONS	36
TRUCK TRAFFIC DIVERSION PROGRAM.	36
CIRCULATION.	36
PARKING.	37
TRAFFIC ACTION PROGRAM	39
PEDESTRIAN SPACES AND PLAZAS	40
FIRST STREET PEDESTRIAN ELEMENTS	42
CONNECTING PEDESTRIAN WAYS	45
GARDEN COURT PLAZA	46
OTHER PEDESTRIAN IMPROVEMENTS.	48
STREET TREES AND LANDSCAPING	48
DEPOT PLAZA.	49
ACTION PROGRAM	51
BUILDING AND STOREFRONT ARCHITECTURAL IMPROVEMENT PROGRAM.	52
HISTORIC AND ARCHITECTURAL SIGNIFICANCE.	52
RESTORATION APPROACH	55
RESTORATION ACTION PROGRAM	57
 CHAPTER 4 - SUPPORTING DOWNTOWN LAND USE DEVELOPMENT PROGRAM	
INTRODUCTION	63
THE SOUTH LIVERMORE/EAST FIRST DEVELOPMENT BLOCK	65
RAILROAD AVENUE VACANT LAND DEVELOPMENT OPTIONS (AREA 3)	66
LAND USE CONDITIONS.	65
THE SETTING.	66
DEVELOPMENT CONCEPTS	67
RECOMMENDED ACTION PROGRAM	67
CONCLUSION	68
OLD EAST FIRST RESIDENTIAL REDEVELOPMENT AREA.	70
TRANSITION NEIGHBORHOOD PROGRAM.	72
PROTECTED EXISTING NEIGHBORHOODS	73
EXISTING COMMUNITY COMMERCIAL/MEDICAL CENTER (AREA 9).	74
RESIDENTIAL NEIGHBORHOOD CONSERVATION AND REHABILITATION	75
 CHAPTER 5 -- SUPPORTING TRAFFIC CIRCULATION POLICIES AND PROGRAMS	
INTRODUCTION	81
STATE HIGHWAY REDESIGNATION AND TRUCK TRAFFIC DIVERSION PROGRAM.	82
CIRCULATION SYSTEM IMPROVEMENT PROGRAM	87
 CHAPTER 6 -- SUPPORTING DOWNTOWN URBAN DESIGN POLICIES	
INTRODUCTION	91
DOWNTOWN STREETSCAPE POLICIES.	92
MAJOR APPROACHES AND INTERSECTION POLICIES	93
FOCAL LANDMARK BUILDINGS AND PLACES.	93
SPECIAL STREET BEAUTIFICATION.	94
VISITOR SIGNAGE AND DIRECTIONAL SYSTEM	94
 CHAPTER 7 -- IMPLEMENTATION APPROACH	
INTRODUCTION	97
ORGANIZATION FOR JOINT PUBLIC/PRIVATE ACTION	98
FINANCING SYSTEM AND FUNDING STRATEGY.	99
LONG-TERM PHASING PROGRAM.	105
 DOWNTOWN PROMOTION PROGRAM	108
 APPENDIX I	
APPENDIX II	

Mr. Jerry Peeler, Asst. City Manager
City of Livermore, Redevelopment Agency

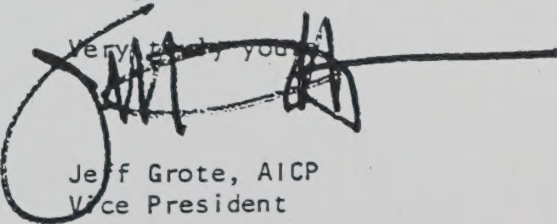
I am pleased to transmit the Redevelopment Strategy and Urban Design Plan for downtown Livermore. The plan and program reflect the views of the task force received during project workshops. It is clear the community wants a better downtown, one that the city can be proud of. The activities necessary to achieve a new sense of place will require a sustained effort over the next ten years and beyond. The job ahead will be complex, often uncertain, and constantly challenging, yet we believe the means are at hand to accomplish the objectives you seek in a revitalized town center.

Our report provides a broad, phased program of actions, strategies, options, and tools to guide redevelopment. There is much to do the first year. Some steps deal with needed physical improvements; others with the economic, financial, organizational, and promotional framework necessary for a successful redevelopment process. The key steps are:

1. Establish a downtown financing program capable of early actions that achieve a high impact and accelerate program interest and effectiveness;
2. Organize a partnership of public, private, and non-profit entities to serve as a driving force in the revitalization process;
3. Establish the Old Core Area as a National Historic District eligible for Federal and State grants, loans, and tax incentives;
4. Apply for a State Historical Resource Protection fund grant to improve buildings and open space portions of the Old Core Area;
5. Prepare detailed plans for Core Area pedestrian plazas and amenities, landscaping, traffic, parking and related improvements and dedicate key areas;
6. Divert through truck traffic from First Street onto Railroad Avenue in the interim and relocate State Highway 84 in the longterm;
7. Initiate a commercial building restoration and specialty retail upgrade program;
8. Initiate development planning in the East First Street Redevelopment area and the Superblock along with downtown zoning changes.

We have enjoyed working with the task force during the past year toward what I firmly believe to be an exciting future for your downtown. We now look forward to the action-oriented phase of your program which allows dreams to be realized and gives life to the redevelopment process.

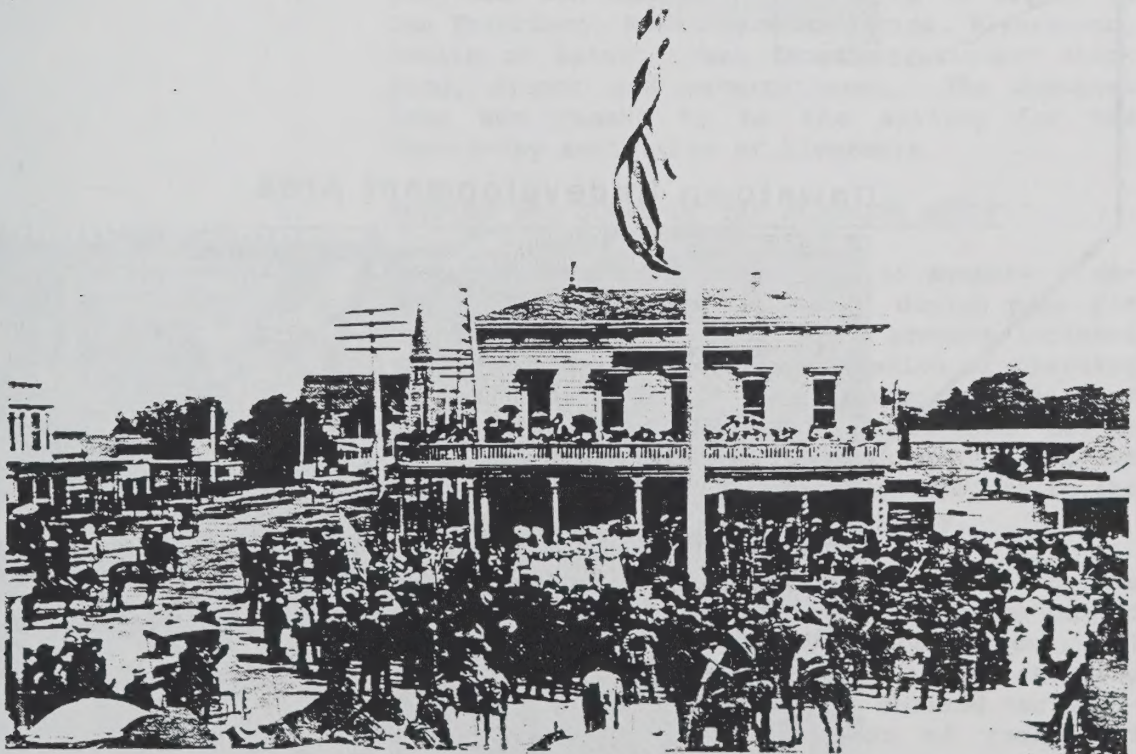
Very truly yours,


Jeff Grote, AICP
Vice President

JG:jc

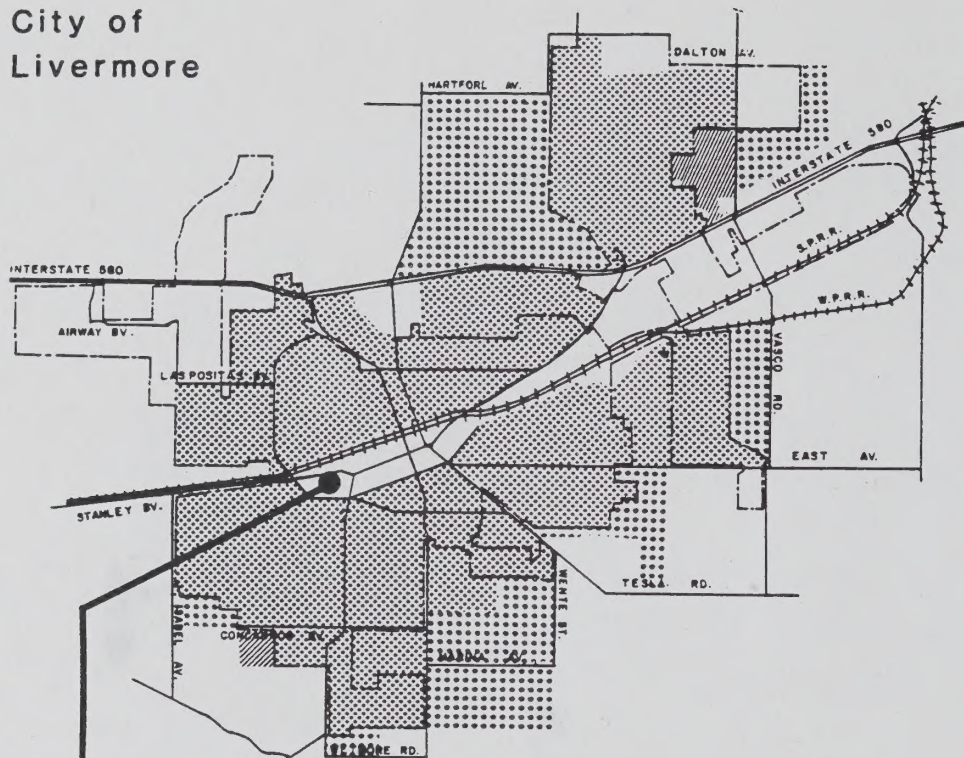
Pier 33 North
The Embarcadero
San Francisco
California 94111
(415) 398-8197

1

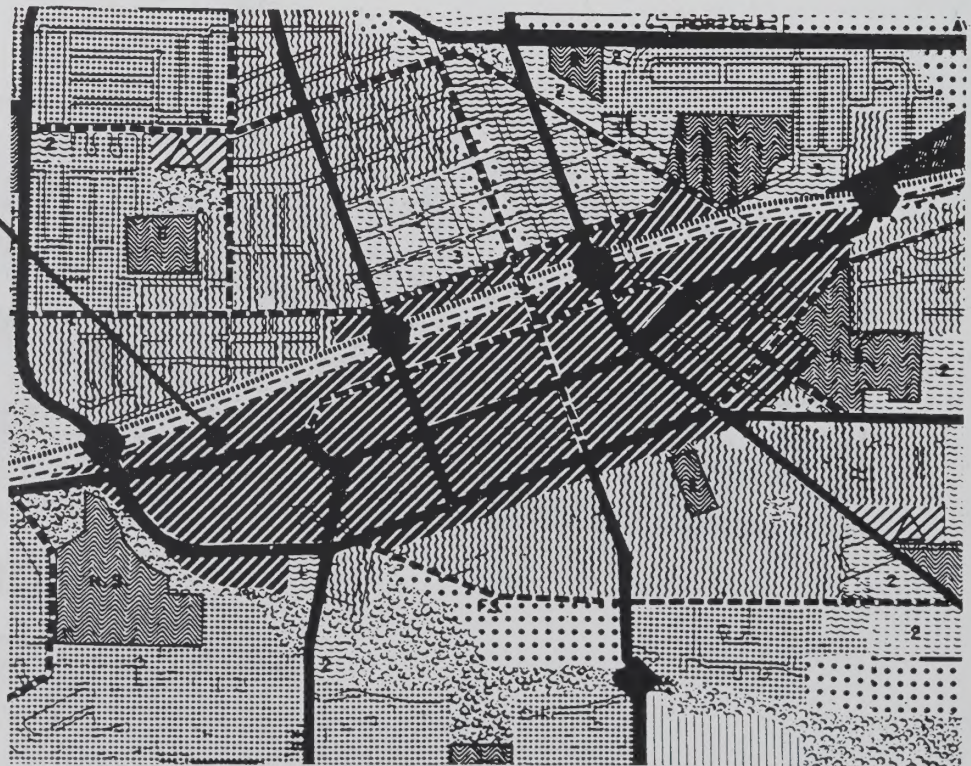


VISION OF A
BETTER DOWNTOWN

City of Livermore



Downtown Redevelopment Area



INTRODUCTION

Downtown Livermore was born in the country. After years of quiet duty as an agricultural community service center, it was altered by the onset of suburbanization; then overtaken. The compactness and sense of place of the old town center gave way to a loose confederation of convenience commercial centers. The old-timers who keep to old habits still return for a morning cup of coffee now and then or to shop, but many residents only use the downtown for food shopping and conveniences, preferring to travel to San Francisco, East Bay communities, Pleasanton, Dublin or Walnut Creek for discretionary shopping, dinner and entertainment. The downtown long ago ceased to be the setting for the day-to-day activities of Livermore.

PURPOSE AND SCOPE OF THE PLANNING STUDY

The purpose of the study was to prepare a re-development strategy and urban design plan for downtown Livermore. The study process included three components: 1) determination of planning needs, 2) evaluation of economic needs and opportunities, and 3) evaluation of urban design needs and opportunities based upon the downtown image, character and identity appropriate to the setting and desires of the community.

Public meetings and workshops involving the Downtown Urban Design Task Force and the public helped identify the many problems, issues, and community attitudes regarding: 1) the shopping and social environment that is desired for downtown Livermore, 2) the kinds of goods and services which are missing, 3) the land use, traffic, and parking problems of the existing environment and its lack of amenities, and 4) the attributes that a desirable town center setting should have. In response the consultant team has formulated a plan for revitalization to achieve a better downtown.



THE DOWNTOWN TODAY

The existing downtown has many weaknesses including lack of visual unity, lack of a cohesive, compact land use pattern and excess commercial zoning which has led to extensive land underutilization.

A survey of Downtown Urban Design Plan Task Force members at the outset of the planning study revealed many attitudes and opinions regarding the problems of downtown image, use, needs and opportunities.

The negative aspects of the downtown were described as: "uninteresting; too spread out; disconnected and non-cohesive in appearance; lacking a central focus; lacking in architecture of distinction; unattractive; incongruous; having too much paving; hot; detached; unfocused; dusty; tawdry; monotonous and lacking in activity; dingy; sparse; and themeless."

Positive descriptions of the downtown refer to: "some nice architectural buildings; the old style of many buildings has merit; the small town atmosphere; the congenial, quaint and homey quality; the few outstanding spots where there are pleasant trees; the old stores on First Street; the flagpole; the U. S. Post Office; the Carnegie Library; the old Bank of Italy building; the nice Victorians on M Street; and, the old winemaking family house on Second Street."

The shopping and pedestrian environment of the downtown evoked such descriptions as: "grocery store oriented; frustrating; requires shifting your car for every transaction on a typical shopping list; no area where concentrated foot traffic is protected from the heat; non-cohesive retail area; very hard to move by car or by foot; lacking in quality stores; no relationship between new shopping centers and old part of town; and, no place to entertain guests in the Core Area."

Downtown Livermore is all of these. The vacant and underutilized land throughout the core obscures our perception of its positive qualities. The encroachment of business and office service uses into good residential areas at the periphery of the downtown is a process which further encourages poor land utilization. By abandoning the vacant lands at the core, the



character and quality of neighborhoods is damaged. This spread-out pattern of uses from east to west prevents the intensified business activity which encourages shopping and dilutes the potential economic energy and vitality of the downtown.

This pattern also forces a greater dependence on the automobile and precludes opportunities for more compact pedestrian-oriented shopping environments, preferred by many shoppers. Today's pattern discourages the positive interaction between different uses, whereby a shopper is drawn downtown for a primary shopping purpose, but may linger to browse or casually visit other shops and eating places if the environment is suitable.

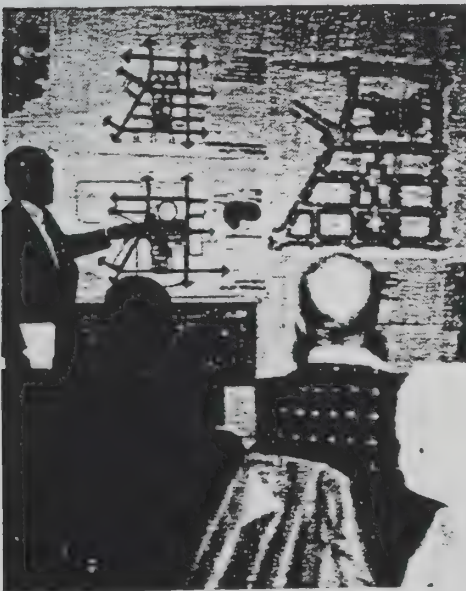
ECONOMIC NEED FOR REVITALIZATION

The basic economic rationale of this plan is that the downtown's economic base could be revitalized by reestablishing its historic role as the commercial and cultural center of the City. A successful program of economic revitalization would produce many changes: better sales performance by existing businesses, the formation of new retail and service firms, development of housing in or near the downtown, more activity on the streets.

The major economic benefits of such a revitalization would include increased retail sales, more employment, higher property values, and additional revenues to the City of Livermore for property and sales taxes. If the property values in the downtown increased by even ten percent, approximately \$100,000 in additional revenues would be created for the City; a similar rise in retail sales would generate an increase in sales tax revenues. Since many of the expenditures of residents for restaurants, comparison and specialty retail goods are made outside the City, a program to recapture these dollars can help to revitalize the downtown.

PUBLIC AND CULTURAL NEED

Downtown must be a public place for more than just retail shopping. One hundred years ago, the town center was the social focus of the agricultural valley it served. The cultural, religious, public, social and entertainment life of the community was found downtown and was expressed best by the older buildings remaining



near South Livermore and First Street, such as the Odd Fellows Hall, the Masonic Building, the Foresters Hall, The Old City Hall, the Bank of Italy Building, the Carnegie Library, the Rabolie Winery and the remaining older storefront and hotel buildings such as the Schennone building. By reestablishing the public and cultural life of the downtown, much of what is felt to be missing can be restored. At the same time the downtown must be resolved in response to the new needs of today. The community and cultural activities which were listed as desirable functions for a rejuvenated downtown by Task Force members is provided in the appendix. Together, they form an agenda which combines cultural and economic potentials with opportunities for community redesign.

VISION OF A NEW SENSE OF PLACE

Many desirable images come to mind when envisioning what the future downtown could look like. Residents refer to those special, appealing qualities they have experienced in other communities such as Old Sacramento, Los Gatos, Santa Cruz, Pinole and Santa Rosa. Some attributes are described as the quaintness of Montclair, the clean look of Manteca, the consistent facades and large trees in Pleasanton, the centralized, one-stop shopping of Walnut Creek, the attractive windows of Maiden Lane, and the walkable qualities of Union Square, downtown Salinas, Carmel, and St. Helena.

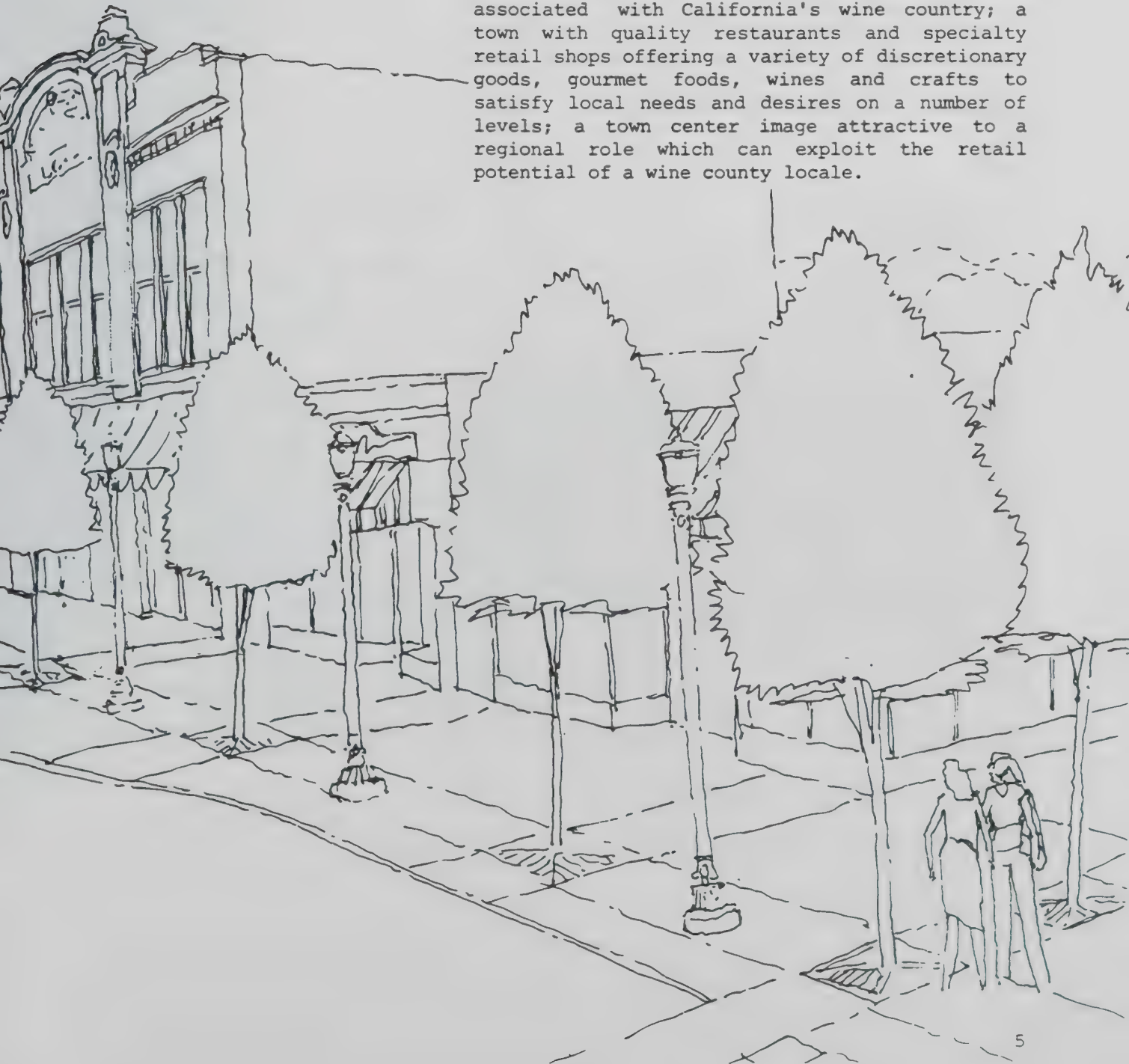
Most people voicing an opinion about the future of the downtown express a common desire to achieve a new look that has a "wine country" theme. As the Bay Area's oldest "undiscovered" wine region, the Livermore Valley is one of the newest to receive an appellation of its own. This affirmation of the special characteristics and traditions of Livermore wines can promote a new look at the City's image and the rediscovery of downtown's identity in its agricultural past.

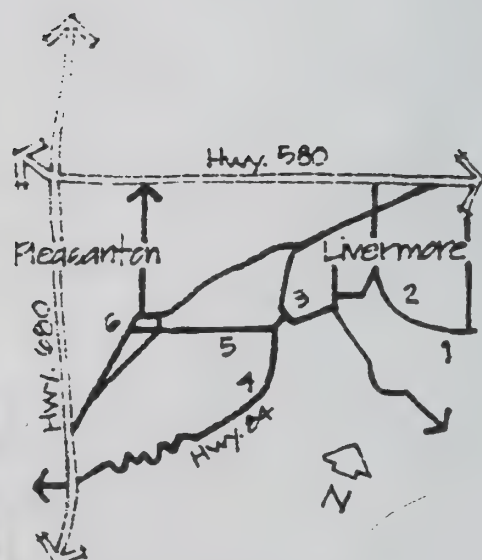
The true wine country theme of downtown Livermore is visible in the imprint of its past village life. The old neighborhoods of Victorian era cottages, farm residences and out buildings, the mix of houses and storefronts in the Old Core Area, the flagpole at the town hub, so unmistakably the work of town officials at the turn of the century, the assortment of ornate and plain commercial buildings on First



Street all form a loose, well worn tapestry that when rewoven to meet today's needs, can once again offer the identity and sense of place that today's residents seek.

This plan envisions a downtown that the people of Livermore can be proud of: A town center that is a comfortable, pleasant, and refreshing place to shop, live, work, conduct public business and community life, and relax; a diversified downtown which is capable of growth and change in meeting future needs, but which is in part characteristic of the most attractive, comfortable attributes of the small towns associated with California's wine country; a town with quality restaurants and specialty retail shops offering a variety of discretionary goods, gourmet foods, wines and crafts to satisfy local needs and desires on a number of levels; a town center image attractive to a regional role which can exploit the retail potential of a wine county locale.





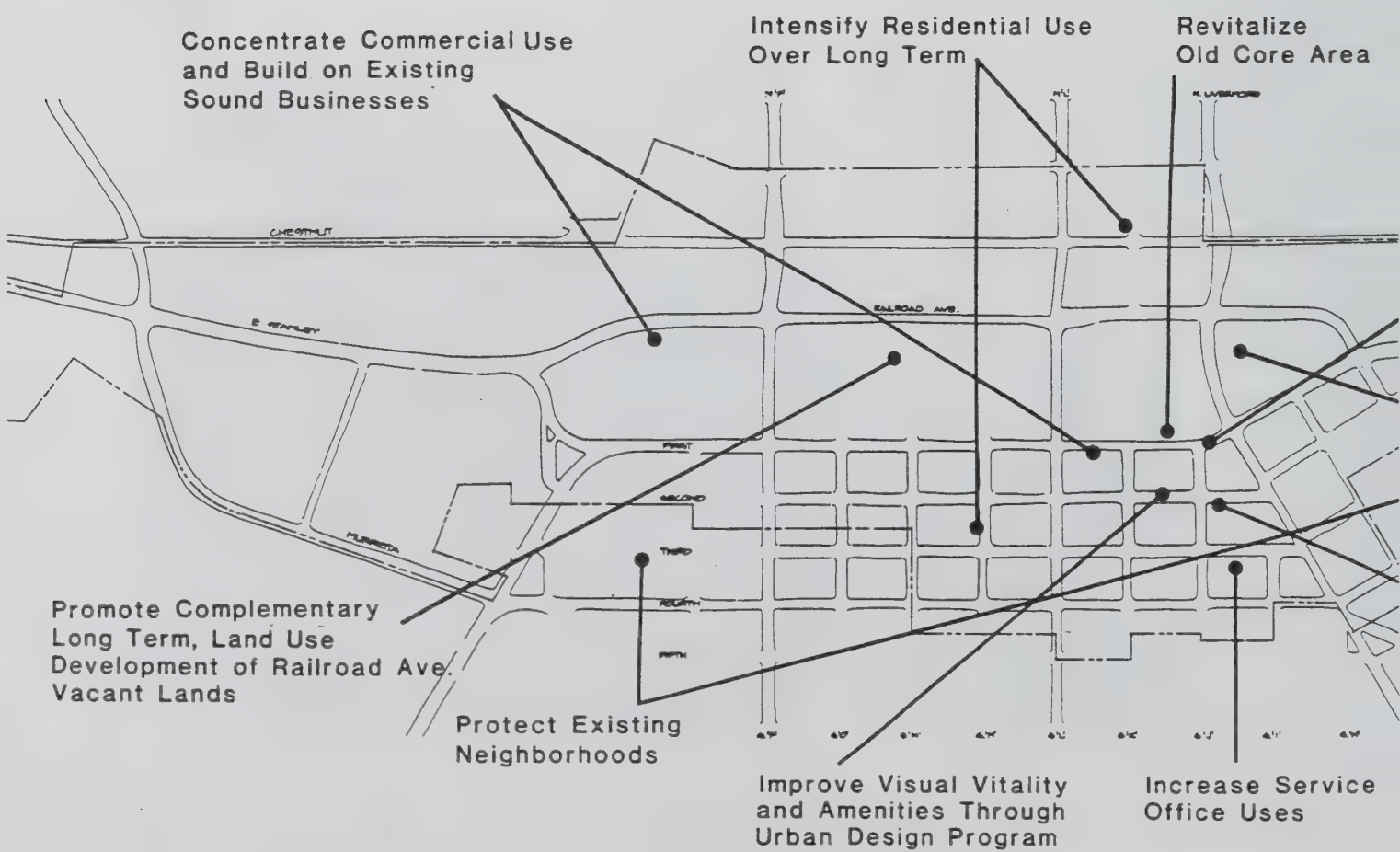
1. Wente Brothers
2. Concannon Vineyards
3. Livermore Valley Cellars
4. Fenestra Winery
5. Stony Ridge Winery
6. Villa Armando Winery
7. Elliston Vineyards

Livermore Valley Wineries

2



REDEVELOPMENT STRATEGY, GOALS, AND POLICIES SUMMARY



Develop New Neighborhood
in Old East First Area

Eliminate Through Truck Traffic
from First Street Core Area and
Refine Circulation System

Promote Complementary
Long Term Development
of South Livermore /
East First Block

Re-establish
Public Presence

THE AIM

In order to develop a desirable identity and sense of place, downtown Livermore will require a long-term program of revitalization which builds on available economic, land use and urban design opportunities and community resources. The intent of this program should be to improve the business and community vitality of the downtown by providing more reasons for people to be there during more hours of the day for more days of the week.

THE REDEVELOPMENT STRATEGY

Reestablishing the downtown as the commercial, business, service, cultural and entertainment center of the City as well as a place to live, can result in greater interplay between downtown functions and create a people-oriented environment and healthier economic climate. The proposed downtown redevelopment strategy has two parts: 1) A comprehensive land use and urban design program to improve downtown vitality, character and image; and 2) A phased action program which focuses community resources on short-term program priorities, while guiding future possibilities toward consistent, complementary program objectives.

LAND USE AND URBAN DESIGN PROGRAM. The land use strategy requires concentration of new commercial activities in the older Core Area and in the convenience commercial centers in the eastern half of the downtown rather than allowing new commercial development to spread throughout the downtown. In the future, new commercial development may be possible in designated mixed use sites. Land utilization can be improved by promoting uses which will increase opportunities to live and work in the town center. In particular, service office uses should be drawn into the Core Area to increase its role as a work place. Over the long term,

more general office type uses might be attracted down town as more and more of the region's general office and technical industries locate in the valley and in the city's industrial lands.

New residential neighborhoods with a mix of multi-family housing densities should be redeveloped to broaden the housing opportunities of the City as a whole and to increase the numbers of people who can support, and even walk, to downtown shops. In-fill development and reconstruction to intensify designated residential neighborhoods should be encouraged over the long term. Residential neighborhoods outside the downtown commercial area should be protected from nonresidential use and housing conservation and rehabilitation promoted.

A key focus of the overall program should be reestablishment of the Old Core Area as an inviting, people-oriented place which can impart the unique character, amenities, specialty retail and restaurant opportunities which can satisfy this unfilled community need. It is envisioned that this can best occur by building on existing sound businesses, focusing and upgrading retail activity and quality through a comprehensive program of public and private action. The urban design program is designed to create a new sense of visual vitality which can unite the downtown and can instill the amenities and qualities in the Old Core, which will make it a place of distinction and character for both the community and the tri-valley area.

A major objective should be to reestablish and expand the presence of public and quasi-public uses in the downtown so as to reinforce the City's downtown focus. The fulfillment of various community needs for public buildings and functions in downtown locations should be encouraged so as to draw public business, community service groups, and civic gatherings of all kinds to reinforce the city's tradition of downtown civic and cultural life.

PHASED ACTION PROGRAM

The establishment and administration of a phased action program is an integral part of the proposed redevelopment strategy. The public and private elements of the revitalization process must be taken step by step so that the pace of the development is in keeping with the community

resources available and emerging economic opportunities. The action program relies on a total urban design plan to serve as a catalyst in revitalizing downtown Livermore, to enhance the downtown's image, and to build community and merchant support for its continuing program.

The initial phase of an action program should focus on strengthening the existing uses in the downtown, particularly the retail uses in the Old Core Area. The market conditions in the downtown area suggest that strengthening existing uses will be necessary to make future new development feasible.

In a second phase, gradual development of new retail uses through rehabilitation of existing space could be pursued. Among the key types of retail activity which will have a high probability of success if developed in support of each other, are restaurants, household goods, high quality specialty items, and specialty food. A well merchandised junior department store or promotional retail outlet might also be successful in this context.

The recommended strategy calls for two levels of City involvement. The first recommends direct public investments in the revitalization of the Old Core Area and the East First residential redevelopment program (See map). At the second level, a wide range of administrative actions are called for ranging from promotion of the vacant land along Railroad Avenue and initiation of an interim improvement program, to the implementation of zoning and planning policy changes which will provide a supporting framework to guide, encourage and sustain private redevelopment over the long term. A broad range of other administrative efforts required for redevelopment are discussed in the Implementation Approach, Chapter 7.

The major goals which guide the urban design plan for downtown Livermore follow.

GOALS AND POLICIES SUMMARY OF THE DOWNTOWN PLAN

The goals, policies and actions which guide the redevelopment strategy and urban design program for downtown Livermore interweave concepts on land use, community character, form and appearance. The following goal statements set forth the underlying principals for revitalizing the Old Core Area and the strategy for strengthening and enhancing the overall Livermore downtown.

OVERALL DOWNTOWN REDEVELOPMENT GOAL

IMPROVE THE BUSINESS, COMMUNITY, VISUAL AND CULTURAL VITALITY OF THE DOWNTOWN TO MAKE IT AN URBAN CENTER OF DISTINCTION AND CHARACTER, AND REESTABLISH THIS HISTORIC FOCUS OF THE CITY OF LIVERMORE'S COMMUNITY LIFE.

DOWNTOWN REDEVELOPMENT OBJECTIVES:

1.0 OLD CORE AREA REVITALIZATION POLICIES.

Revitalize the Old Core Area as an inviting, people-oriented place which will impart the unique character, amenities, and specialty retail opportunities desired by the community and will invigorate downtown Livermore under current economic conditions.

2.0 DOWNTOWN LAND USE DEVELOPMENT.

The downtown should develop and intensify as the major community commercial, business, service, cultural and entertainment center of the City, as well as the location of higher density residential neighborhoods.

3.0 TRAFFIC CIRCULATION AND PARKING.

Refine the downtown circulation framework so as to maintain the benefits of the downtown's central location on major north-south, east-west roadways, while eliminating the blighting influences of through truck traffic and permitting development of First Street, in the Old Core Area, as an attractive destination shopping street. Ensure the adequate and convenient provision of downtown parking to meet expected needs efficiently.



4.0 URBAN DESIGN.

A wine country atmosphere should pervade the image of downtown and should shape the identity of the Old Core Area. Elsewhere, a diversity of compatible images should be encouraged to form distinct subareas of the downtown. A comprehensive urban design program should be undertaken to serve as a catalyst in revitalizing downtown Livermore, to enhance the downtown's image, and to build community recognition of the continuing redevelopment program.



5.0 IMPLEMENTATION.

Establish a phased action program involving a public and private partnership for downtown revitalization.

1.1 CORE AREA REVITALIZATION POLICIES.

.01 Specialty Retail and Service Role. Develop the Old Core Area as a specialty retail service center focused on First Street which offers quality restaurants and shops providing a wide range of discretionary and service goods.

.02 The Shopping Street on First. Redevelop First Street as a destination shopping street which provides for onstreet parking, is oriented to pedestrian use and amenities, and forms the heart of a cohesive retailing unit.

.03 Complementary Land Use Program. Reinforce the Core Area with complementary public and private land uses and improvements which will draw people to the traditional hub of the City.

.04 Public Plaza Improvements. Intensify the drawing power of the Core Area through a program of public improvements which serve to integrate the northerly Depot Plaza with First Street shops and create a new Garden Court Plaza as a southerly anchor to the retail center.

.05 Public Presence. Reestablish and maintain a continuing public presence in the Core Area by encouraging the location of a community service center and a public branch library and promoting a continuing tradition of special community events staged in the downtown.

.06 Park Oriented Office Use. Encourage the concentration of office service uses through the restoration and conversion of existing residential buildings in the vicinity of Carnegie Park.

.07 Visitor Wine Center. Promote and establish a visitor wine center in the Old Core Area to serve the Livermore Valley wine country and provide supporting measures such as regional roadway signage and promotion programs to invite patronage of the downtown in conjunction with wine country tours.

.08 Compact Pedestrian Environment. Provide a compact framework of land uses, open space, circulation and parking elements that promotes



pedestrian shopping convenience, accessibility, and character and a system of major and minor plaza and courtyard features to provide people oriented activity centers.

.09 Street Trees and Landscaping. Develop a richly landscaped garden image for the Core Area streetscapes dominated by shade trees and richly landscaped plazas and public areas.

.10 Visually Distinctive Streetscape. Create a visually distinctive image for the Old Core Area consistent with its historic and architectural heritage by providing a coordinated program of new street trees, lighting, underground utilities, parking, street furniture and building improvements.

.11 Historical Character. Retain, rehabilitate and strengthen the town's historical pattern of buildings, traditional building scale and profile, and the mixed architectural images of its older storefront and residential environment.

1.2 ACTIONS.

Core Area revitalization will require a coordinated program of activities to improve streetscape amenities and plazas, traffic circulation and parking, restoration of existing buildings, merchant recruitment, and promotion. Details of many of these required actions are identified in each of the policy groups. Those actions related to improving the amenities and buildings of the Old Core are stated below:

.01 Urban Design Improvement Plans. Detailed plans and construction documents for all plazas, pedestrian spaces and amenities, street trees and landscaping, street lighting and street furniture, fully integrated with traffic circulation and parking proposals, should be prepared as the first step toward improving the Core Area.

.02 Budgeting and Funding Improvements. Detailed construction budgets should be prepared in coordination with detailed improvement plans and drawings. A wide range of funding sources should be employed to implement desired plans. Special consideration should be given to the eligibility of these projects for funding under the provisions of the California Park and Recreation Facilities Act of 1984.



.03 Construction of Improvements. Phased development of pedestrian plazas and amenities should be coordinated with traffic circulation and parking improvements, logically scheduled to minimize disruption, and given high priority for construction during the first five years of the program.

.04 Revolving Loan Fund. Establish this funding mechanism for the provision of capital resources to merchants and property owners during the initial phases of Core Area revitalization.

.05 National Register of Historic Places. Submit an application to the National Register of Historic Places to establish the Old Core Area as a National Historic District, incorporate the resulting eligibility for financial benefits such as grants-in-aid, federally guaranteed loans, property tax relief, and federal tax incentives in the rehabilitation of income producing properties.

.06 Building Restoration Design Services. A program of publicly sponsored design services which are free or of minimum fee to eligible building owners should be developed.

.07 Demonstration Project. Undertake comprehensive restoration of a group of buildings to demonstrate a coordinated program of full building restoration, retail program upgrade, business recruitment, finance, and employment of joint public and private redevelopment mechanisms.

.08 Downtown Community Center. Study Committee reconvene the Community Center Task Force to study the feasibility, level of community need, financial requirements, and possible sources of funding to develop a downtown community center utilizing the building and site of the Bank of America building on Second Street. Or, if that does not prove feasible, at some other location in the Redevelopment Area.

.09 Winery Museum Study Committee. Request the Friends of the Vineyard to study the feasibility of locating a Winery Museum in the downtown which can promote the wines and history of wine-making in the Livermore Valley and serve as a Visitor Center.

- 2.0 SUPPORTING DOWNTOWN LAND USE DEVELOPMENT POLICIES
- .01 Commercial Land Use. Encourage concentration of new retail commercial activities in the Old Core Area (Area 1), the South Livermore/East First Street Development Block (Area 2), and in the existing convenience centers to strengthen the existing retail uses in the downtown while promoting gradual rehabilitation of existing retail space and merchandize programs while permitting supporting office uses as a transition to the residential neighborhoods to the south.
- .02 South Livermore/East First Development Block. Encourage the development of a destination-oriented, visitor-serving complex consisting of a hotel, conference center, retail restaurants, visitor center and offices. The purpose of the development would be to bring additional business activity and a major civic presence to the downtown area and to support and enhance the Old Core Area.
- .03 Railroad Avenue Lands Development. Promote a land use development program to the development of the "Superblock" (Area 3) and adjacent blocks which is complementary rather than competitive with other land use functions of the downtown and which considers a long-range mixed commercial, and housing land use approach.
- .04 East First Development. Initiate redevelopment of East First Street area (Area 4) as a mixed residential neighborhood/commercial area, to bring added life to the downtown, potentially broaden the housing opportunities of the City and reinforce the downtown commercial environment. To encourage commercial and mixed-use development in Area 4, no project shall be approved unless at least 50% of the site is for commercial use. In addition, any commercial use in the project must be constructed at the same time or prior to any residential use.
- .05 Transition Neighborhood Policy. Retain the residential character of designated transition neighborhoods (Areas 5 and 6) in the downtown by encouraging rehabilitation of existing commercial and residential uses and promoting small-scale in-fill office commercial and residential development.
- .06 Protected Neighborhood Policy. Maintain the high quality residential character of protected neighborhoods (Areas 7 and 8) by eliminating commercial zoning in these areas and enforcing residential zoning standards.
- .07 Existing Community Commercial and Medical Center Area. Continue to support the development of the community-wide shopping area and medical center area (Area 9) to enhance and compliment the downtown shopping area.
- .08 Neighborhood Conservation and Rehabilitation Outside the Downtown Area. Non-residential development and conversion of neighborhoods (Area 10) adjacent to the downtown redevelopment area should be discouraged and building rehabilitation promoted.

- .09 Bed and Breakfast Use. Encourage and facilitate the use of especially older residential buildings in and around the downtown for bed and breakfast use to enhance the emerging role of the Valley as a visitor-oriented wine country destination.
- .10 Automotive-Related Uses. Provide for establishment and maintenance of limited automotive-related uses which are compatible with and supportive of other retail and service commercial uses in the downtown.
In Area 1 (Old Core), only existing automotive-related uses may be amended or expanded. In Areas 3, 4, and 5, new automotive-related uses may be established. Automotive-related uses shall be consistent with the land use and design policies for the downtown area.

2.2 ACTIONS

- .01 South Livermore/East First Development Block. Development of Area 2 shall minimize potential environmental impacts through the implementation of the appropriate measures including, but not limited to, the following:
 - .1 Traffic and Circulation
 - .1 Maintain acceptable levels of service for area intersections consistent with the Circulation Element of the General Plan (V/C.85, LOS D) and provide appropriate operational improvements. The one exception to the LOS standard is the First Street/ South Livermore Avenue intersection.
 - .2 The location of access driveways shall provide adequate sight distances and minimize turning conflicts.
 - .3 Adequate pedestrian safety shall be provided including crosswalks at signalized intersections, pedestrian overpasses, and appropriately located sidewalks.
 - .2 Air Quality - Construction Impacts
 - .1 The Bay Area Air Quality Management District's "Basic Control Measures" and "Enhanced Control Measures" shall be implemented at construction sites. As needed, the BAAQMD's "Optional Control Measures" shall be implemented.
 - .2 BAAQMD Regulation 11, Rule 2: Hazardous Materials; Asbestos Demolition, Renovation and Manufacturing shall be adhered to during the construction process
 - .3 Implementation of Transportation Control Measures or Transportation Demand Measures is encouraged. Such measures include direct support of public transit services or facilities, bicycle paths and on-street lanes, safe and convenient cycling and pedestrian facilities, parking management, alternative work hours, ride sharing, incentives for telecommuting, and minibus, jitney or other services within and between trip attractions.

- .3 Noise - Construction Impacts
 - .1 All construction vehicles and equipment shall be fitted with working mufflers.
 - .2 Construction activity shall be limited to the hours of 7 a.m. to 6 p.m., Monday through Saturday. No construction is allowed on Sundays or federal holidays.
- .4 Public Utilities and Infrastructure
 - .1 Ensure that adequate utilities are provided to serve the development including streets, water distribution systems, and sewer collection and conveyance systems.
- .02 Superblock. Undertake a four-pronged action program:
 - .1 Plan for and promote the Superblock as an urban housing and mixed commercial development area.
 - .2 Establish a feasible improvement program for the Superblock and its setting, in collaboration with other City agencies.
 - .3 Identify alternative interim means of putting to use parts of the Super-block at the earliest possible date.
 - .4 Establish the necessary legal controls and a flexible process for guiding development in the area in relation to a realistic timeline, and monitor the program and its accomplishments on a regular basis.
- .03 East First Residential Redevelopment Area (Area 4). Undertake the following actions:
 - .1 Identify and rezone for high density residential use areas compatible with existing and proposed non-residential land uses. Establish planned unit development provisions with a density of 9-16 units per acre and encourage higher densities from 20-30 units per acre.
 - .2 Give high priority to implementing needed public improvements in the area, particularly to the widening of Railroad Avenue and related traffic improvements.
 - .3 Initiate a program of publicly-assisted land assembly and acquisition which gives highest priority to the parcels which are not in active use or the most blighting.
 - .4 Where necessary, relocate existing retail and service commercial uses in the appropriate locations of the redevelopment area.
 - .5 A detailed redevelopment phasing plan for residential reuse should be developed by the City to guide and integrate specific development proposals for residential developers.
- 3.1 SUPPORTING TRAFFIC CIRCULATION POLICIES
 - .01 State Highway 84 Relocation. Seek agreements with Caltrans to relocate State Highway 84 from First Street through the downtown to the proposed Kitty Hawk/I-580 interchange to continue southward on

Isabel Avenue. Prior to construction of the interchange and redesignation of the State Highway, implement transportation improvements, including the widening of Railroad Avenue, to encourage the use of alternate routes from First Street.

- .02 Core Area Circulation and Parking. Promote a destination oriented circulation and parking environment within the Old Core which reduces through traffic movement and facilitates interior circulation and parking. Meet future parking needs through an efficient and inexpensive program of on-street diagonal parking and encourage the reservation of close to shopping spaces for customer use and peripheral parking for merchant and employee use.
- .03 Circulation Systems Improvements. Provide for a phased program of circulation system improvements and mitigations to accommodate increasing traffic levels and accomplish the redevelopment objectives of the downtown plan.

3.2 ACTIONS

- .01 Interim Truck Re-Routing Program. Through transportation improvements, encourage the use of Railroad Avenue as an alternative traffic/truck route pending redesignation of State Highway 84 from First Street.
- .02 State Highway Redesignation. Take steps necessary to implement the declassification of First Street as a state highway to achieve a permanent bypass for through truck traffic.
- .03 First Street Improvements. Coordinate interim and permanent improvements to First Street for pedestrian and parking use as a part of a comprehensive plan for Core Area traffic, streetscape, and pedestrian spaces and amenities after the relocation of State Highway 84 has been completed.
- .04 J and K Streets One-way Couplet. Improve J and K Streets for one way circulation and diagonal parking at the same time the First Street Garden Court improvements are implemented.
- .05 Core Area Diagonal Parking. Phase elements of the Core Area diagonal parking program to coincide with street tree, street lighting and pedestrian improvements or as needed.
- .06 Promote common off-street parking in interior portions of blocks converted to park-oriented service office use.
- .07 Other Supporting Circulation System Improvements. Initiate design and construction of other related traffic improvements as needed such as the Railroad Avenue widening, the revision of the Fourth/Livermore/East Avenue intersection and others as necessary to accommodate downtown traffic levels.

- .08 Interim Off-Street Parking Use. Acquire vacant lands, as available, in the Old Core Area which may help to implement the Urban Design Plan. Place these sites in public parking in the interim until such time as they can be developed in the primary purposes set forth in the Plan.
- 4.1 SUPPORTING DOWNTOWN URBAN DESIGN POLICIES.
- .01 Visual Districts Approach. Allow for a diversity of downtown images through a district approval between subareas. Within each district promote uniform images and forms through detailed guidelines regarding building scale, setback, landscaping, and conservation.
- .02 Wine Country Atmosphere. Encourage retention of those small town images associated with the older areas of the city which occur within the outside the downtown and impart a wine country atmosphere while promoting this theme as the central identity of the Old Core Area.
- .03 Downtown Streetscape. Enhance and organize the downtown and core area streetscapes through a coordinated system of street trees, street lighting and landscaping which provides a hierarchical scale and downtown image and defines the various districts.
- .04 Major Approaches and Intersections. Continue past efforts to enhance the major gateways, intersections and entry points to the downtown with landscape improvements and careful attention to design review of new projects.
- .05 Focal Landmark Buildings and Places. Continue to identify and enhance focal buildings and distinguished landmarks found through out the downtown which benefit the visual appeal and image of the downtown.
- .06 Street Beautification. Encourage long term improvements to First Street (from "P" to "L") and East First Street (east of Railroad Avenue) to add street trees, landscape frontage, and appropriate street lights to remake the visual appearance of these street segments.
- .07 Visitors Signage. Establish a signage system coordinated with directions from Interstate 580 which announces the Livermore Valley Wine Country and the central location of the downtown as a stopping point for visitors.

4.2 ACTIONS.

- .01 Old Core Area Streetscape Improvements. Undertake the design and implementation of a Core Area street tree planting and street light program coordinated with mall and walkway elements associated with the plaza improvements on a high priority basis.
- .02 PG&E Undergrounding Program. Coordinate street tree and street lighting programs throughout the downtown with the annual PG&E Undergrounding Program by giving initial priority to streets in the Old Core Area. Implement street trees and lighting elements of designated downtown street-scapes on a phased basis consistent with PG&E program schedules.
- .03 Focal Landmarks. Buildings and places within the Old Core Area should be given a high priority in the initial phases of the building restoration program; elsewhere in downtown private action should be encouraged to implement a continuing spruce-up program.
- .04 Visitor Signage. Provide for new signage on Highway I-580 as part of the agreements and improvements to be coordinated with Caltrans to redesignate Highway 84 and implement the Kitty Hawk/I-580 interchange.

5.1 IMPLEMENTATION POLICIES AND ACTIONS:

- .01 Organization for Joint Public/Private Action. Promote the development of private business and citizen groups to serve as a driving force in the revitalization process in partnership with the City Redevelopment Agency. Provide adequate budgeting for the administration of the redevelopment process, establish and maintain the lines of communication and coordination, and assure a streamlined development review and permit application process for the downtown.
- .02 Financing System and Funding Strategy. Provide meaningful commitments to a phased public investment and financing program which establishes priorities for improvements based on enhancement effectiveness, need for early action to implement plan goals, and availability of funding resources from local, state and federal sources.
- .03 Long-Term Phasing Program. The downtown improvement program should be incrementally phased over several years to allow for orderly budgeting for public and private improvements, adaptation to emerging economic opportunities, maturing of the business climate, and the definition and provision of improvements at the time they are actually needed.
- .04 Downtown Promotion Program. Promote the image of the Old Core Area as a specialty retail center of an emerging wine region. Recruit outside businesses and investors desired in the downtown while conducting ongoing joint merchandising and special commercial promotions and community events focused on the downtown.

5.2 ACTIONS

- .01 A Redevelopment Coordinator position should be created by the City to coordinate and administer day-to-day program and planning aspects of the redevelopment program. This staff person would work directly under the Redevelopment Director to provide continuous liaison with other City departments, citizen groups and other entities participating in downtown revitalization.

- .02 A project area office should be maintained in the downtown to provide staff presence.
- .03 Investigate the possible roles and arrangements for profit and non-profit revitalization corporations in the downtown area which could complement the Redevelopment Agency. Promote the involvement of private business groups such as the Chamber of Commerce to serve as a driving force in the revitalization and restoration program.
- .04 Tours of successfully completed projects in the San Francisco Bay Area could be conducted in order to educate and inspire elected officials, staff, and participants.
- .05 Establish a redevelopment phasing program based on three-part management system which includes a ten-to-fifteen year Phasing Guide, two-to-five year Target Improvement Program, and an Annual Improvement Program.



3



OLD CORE AREA
URBAN DESIGN PLAN

RAILROAD AVE.

FIRST ST.

SECOND ST.

THIRD ST.

FOURTH ST.

SOUTH L. ST.

SOUTH K. ST.

SOUTH J. ST.

SOUTH I. ST.



OLD CORE AREA ILLUSTRATIVE PLAN

INTRODUCTION

Under current economic conditions, revitalization of the Old Core Area represents the primary and most immediate opportunity to invigorate downtown Livermore. The combination of: (1) historic buildings, places and heritage as the original downtown hub, (2) opportunities to create pedestrian amenities and outdoor places for public activities; and (3) existing retail strengths, offers the City a potentially unique setting to fill many of the special commercial needs not presently provided within the City.

By giving high priority to a program that can avert decline in this portion of the downtown (whose problems could compound if left unattended), the City has the potential to create a distinct, desirable urban place.

From an economic perspective, a strategy of revitalizing the Old Core Area through encouraging existing retailers to increase sales while working with property owners to rehabilitate existing buildings for new retail space will generate substantial economic benefits.

The existing retail businesses in the Old Core Area represent a considerable investment which should be preserved. And rehabilitation of existing space is a more economically feasible means of producing retail space than developing new space.

DESIGN THEME AND PRINCIPLES

The themes, images, and principles by which to design the Core Area are drawn from a number of considerations.

STREETSCAPE. The Streetscape Analysis map was prepared to assess the pattern of buildings and spaces which form the Core Area setting and how it should be improved.

As is typical of an old mainstreet, the original storefronts face directly onto the sidewalk, forming a nearly continuous frontage with no setback from the building line. This pattern occurs partially on First, J and K and to some extent on Second, then evolves into a variable setback pattern as older residential buildings interweave throughout the Core.

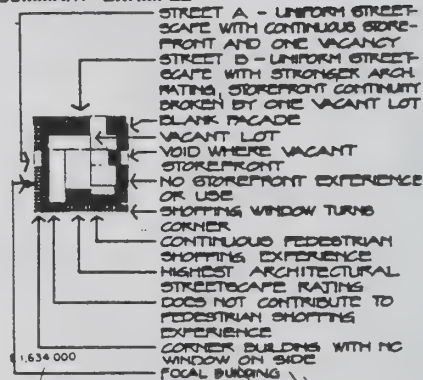
Building enclosure of the street is generally weak; the ratings show that only the taller buildings (especially at the corner of South Livermore and First) have adequate height to provide the desirable scale and enclosure of First Street. The predominance of one-story buildings creates a low profile which allows the hard openness of the roadway to dominate the streetscape.

The continuity of the clusters of buildings having retail storefronts and potential storefronts along First and the J and K side streets offers good potential to strengthen this area as a true shopping street.

Building facade and street improvements are needed to create greater definition of the physical pedestrian space and provide for the amenity, convenience, and comfort desirable for a pedestrian shopping street. Much of this can be achieved by return to the "awning architecture" of the past which gave architectural scale to the pedestrian space while shielding shoppers from rain and harsh sun. Street trees can add to the physical comfort of the pedestrian, and soften the streets' appearance while improving the sense of enclosure and scale. Street trees can overcome the low building profile and create a taller "street wall" to enclose the street. A height equal to half the width of the street would be a desirable proportion.

PEDESTRIAN OPENSOURCE. The pattern of individual buildings and building clusters forms a loose confederation requiring a unifying system of open spaces to unite and tie the Core together. At present, the great expanse presented by the jumble of parking lots, storage spaces behind buildings, and alleys appears as a visual detriment by imparting a look of emptiness. However, these same spaces can become the unifying people-oriented element to breathe new life into the Core Area by attracting the public to its amenities and places for special events. A new open space system can connect the building masses in new and meaningful ways.

SUMMARY EXAMPLE



Core Area Streetscape Analysis Map



EATING AND DRINKING
ESTABLISHMENTS

STREETSCAPE CATEGORIES MAPPED

BUILDING CONTRIBUTES
TO STOREFRONT
SHOPPING EXPERIENCE



ARCHITECTURAL
STREETSCAPE COM-
BINED RATING

SCALE: 1.....4
LOW - HIGH

ARCHITECTURAL STREETSCAPE QUALITY EVALUATED

RATING: 2-HIGH, 1-MED, 0-LOW



SENSE OF ENCLOSURE
AND SCALE



ARTICULATION OF
PEDESTRIAN SPACE



ARTICULATION OF
CORNICE OR ROOFLINE



ARCHITECTURAL
MERIT, OR INTEREST



HISTORICAL
MERIT, OR INTEREST

CORE AREA STREETSCAPE ANALYSIS MAP

RAILROAD

FIRST

SECOND

THIRD

FOURTH

FIFTH

S*P*

S*O*

S*N*

S*M*

S*L*

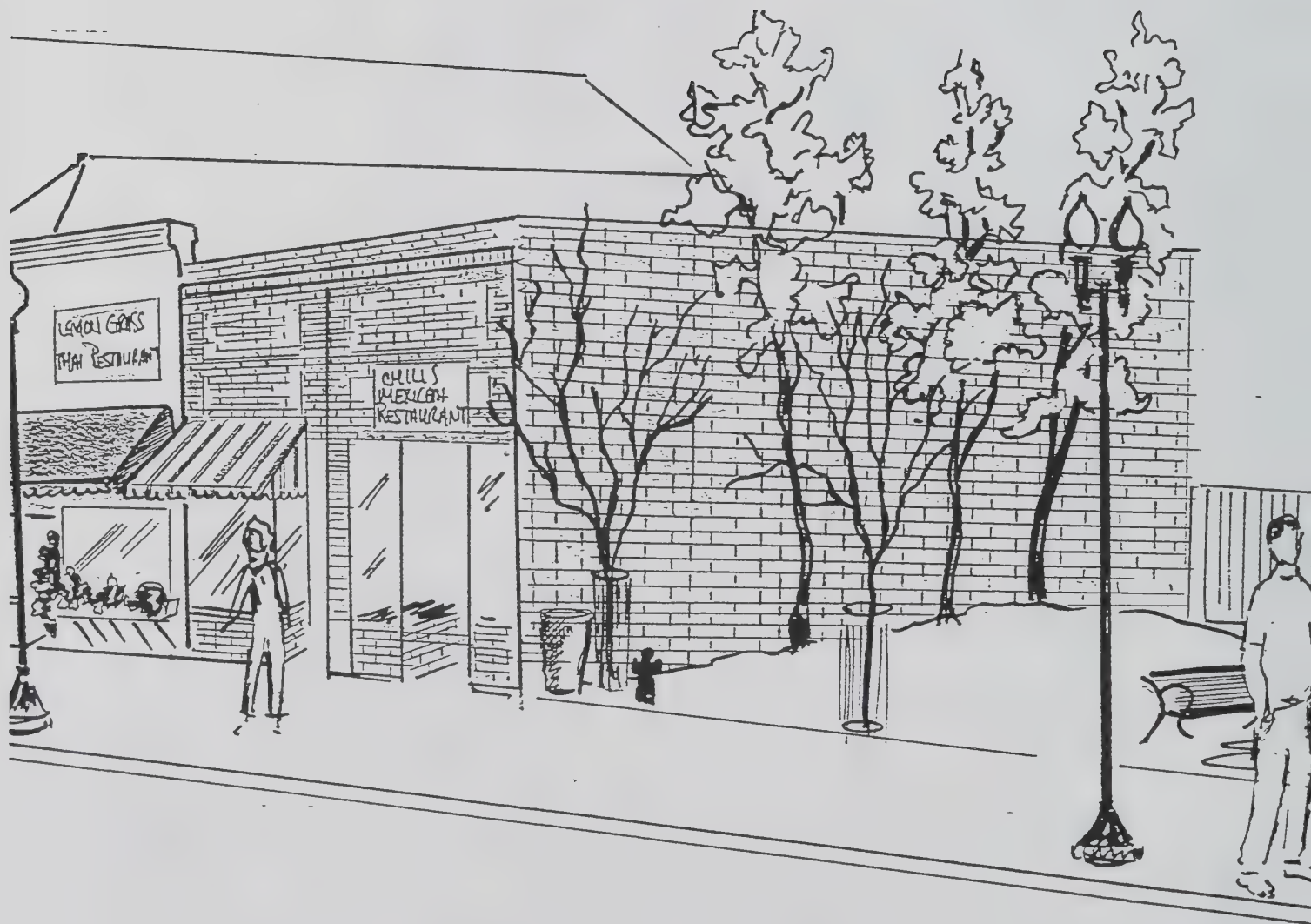
S*K*

S*J*

S*I*

1:4500

28a



A FRIENDLY "GARDEN" ATMOSPHERE. The town center atmosphere and image which should be cultivated by this new setting is one that draws from the agricultural and residential images of the community, a look of gardens, spacious landscaped areas, flowers and trees. A "friendly garden" should be created at the core of the City framing historic buildings which are used and oriented to new public spaces. Through this theme, the town center can take advantage of Livermore's comfortable climate, allowing buildings to open onto outdoor cafes and people places.

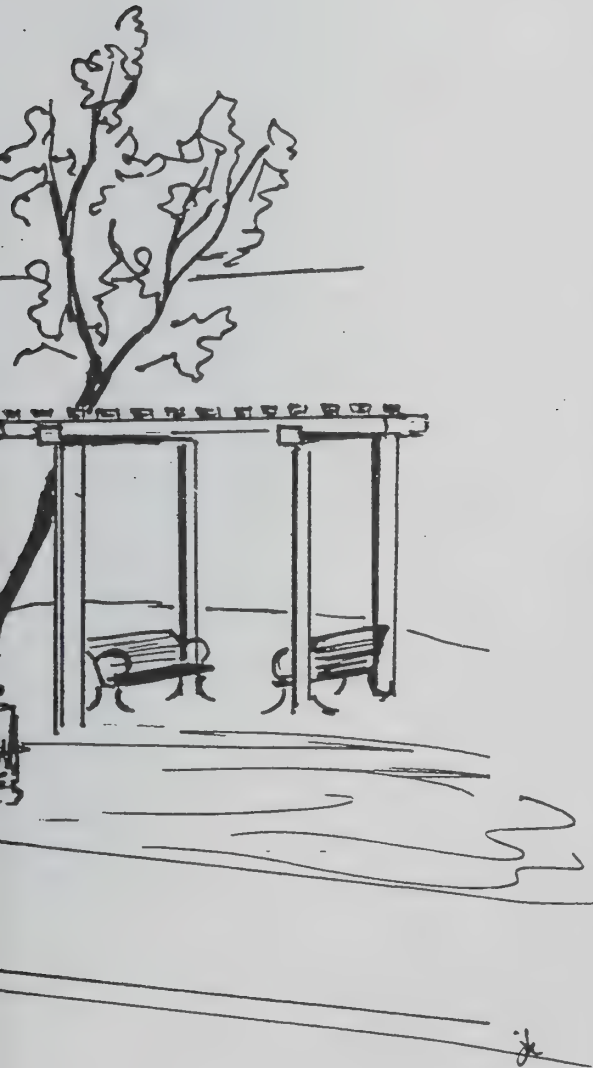
PLAN AND LAND USE PROGRAM

The planning unit which best forms an imageable, cohesive retail district capable of achieving an integrated, shopping and public service environment is defined by the quadrant formed by "L" Street, Livermore Avenue, Railroad Avenue and Fourth Street. It includes all retail, office, residential and public buildings within the quadrant and the outer band of blocks fronting onto these streets.

THE SHOPPING STREET ON FIRST. The district should be oriented inward toward First Street which should serve as a true destination shopping street where pedestrian amenities are emphasized, yet cars may commingle for parking and circulation and add to the liveliness of the place.

PLAZAS AS ANCHORS. The plan envisions development of strong anchors to the north and south of First Street which will intensify the drawing power of the Old Core Area.

Depot Plaza and related uses to the north, (a total of 133,000 square feet of retail space) provides a strong convenience commercial anchor which includes the Lucky supermarket and a mixture of financial convenience goods and eating establishments. For shoppers whose primary destination is Depot Plaza, the inward orientation of the complex allows for direct pedestrian connection to the First Street shops from the Plaza parking lot. Improved pedestrian facilities and an enhancement program to redesign and improve what is now the back of the First Street shops would be needed to establish this crucial linkage.



Whereas Depot Plaza looks inward onto a landscaped parking lot, a new Garden Court Plaza is proposed to the south of First Street as a place which creates a southerly anchor to the core plan. This plaza would make use of the clusters of buildings, restaurant, and retail activities contained in the blocks between J and K from First Street to Third as its commercial edge, making possible a new inward orientation onto a common public space designed to attract the public as a place to enjoy.

PUBLIC USE FACILITY. A major role for the Garden Court Plaza could be to create a focus for a new public use facility intended to reestablish the public presence in the downtown and serve a number of public needs. One candidate is a community service center. There has been a long discussed need for a central place where community groups could gather for meetings and banquets and place that could serve the innumerable needs for auditorium space for public gatherings including City Council meetings. The vacant Bank of America building at Third and K Streets could serve as an ideal site for this facility. The remodeling and addition program which would be needed to accomodate this reuse at the Bank of America building appears feasible. Located at the edge of the Garden Court Plaza, it would be ideally situated to utilize the variety of available outdoor space needed by a community service center. When larger outdoor gatherings occur in Carnegie Park, these could easily relate to a community service building at this location. In addition to these public uses, the site could be reused as a downtown branch of the public library.

PARK-ORIENTED OFFICE DISTRICT. Carnegie Park itself provides an ideal focus for a professional or service office subarea. The trend toward reuse of older buildings and homes for offices could become a dominant role for this portion of the Core. With 22,575 square feet of service office space presently located in this area, further conversion of residential buildings could provide an additional 36,800 square feet of professional and service office space along the blocks between "L" and K and between I and J. Over time, the nearly 77,000 square feet of professional and service office uses (over 200 employees) would strengthen the role of the inner Core Area as a work place, and help to retain the character that these charming

pre-1900 cottages impart to the Old Core setting.

MUNICIPAL COURT SITE OPTIONS. The existing municipal court building occupies an important site which could contribute to the land use program of the Old Core Area. While the use provides for a desirable public function in the downtown, the all day parking needs for most municipal court users conflicts with the higher turnover desired of parking places in the Depot Plaza. Since size limitations are expected to force the ultimate phasing out of municipal court at this location, it may be expected at some future date that the building site will be eligible for reuse.

A number of possibilities could make ideal use of this site. However, the City encourages and supports the development of an economic development/job training center and administrative offices by Las Positas Community College. The development of the Community College facilities would support Livermore's science of technology job sector.

PERFORMING ARTS CENTER OPTIONS. A performing arts center (approximately 1,000 seats) is proposed to provide facilities for performing arts in the downtown, increase nighttime activity and create additional demand for restaurants and entertainment retail. Although a specific site has not yet been selected, a location in close proximity to the hotel/conference center complex is preferred to establish a synergistic relationship among the uses and provide opportunities for shared public facilities such as parking. Selection of the site will require additional environmental analysis.

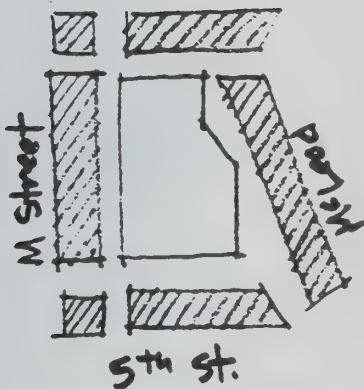
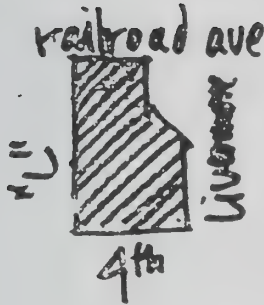
VISITOR WINE CENTER. Another possibility would be a visitor wine center (perhaps coupled with a public use facility such as a branch of the public library). Because of its location on South Livermore Avenue and high visibility for visitors entering the town, this site is strategically located to serve visitors to the Livermore wine region and invite their patronage of the shops throughout the Core Area. Although the vineyards, winery and tasting rooms of the valley's wineries are the ultimate destinations for these visitors, the downtown could become a retail staging area by providing the picnic lunches and gourmet shopping activities that the Oakville junction in Rutherford, the Cement Works outside of St. Helena, or the Vintage 1890 complex in Yountville provide. A wine visitor center and museum could be a key factor facilitating this concept.

TABLE 1 ILLUSTRATIVE RETAILERS AND SHOP AREAS DOWNTOWN LIVERMORE CORE AREA

RING ONE FOOD CORE		RING TWO HOUSEHOLD GOODS		RING THREE QUALITY GOODS	
Type of Retail	Size	Type of Retail	Size	Type of Retail	Size
restaurant types	800-2,500	specialty food	500-1,500	quality goods	
ethnic (Greek, Creole, etc.)		wine, beer		small crafts in group	500
fish, seafood		cheese		specialty furniture	1,000
delicatessen		good chocolate/candy		antiques	1,500
health food		general gourmet		children's clothes/shoes	800
pasta		ice cream		girls' and women's clothing	2,000
wine bar/restaurant		pastry/desserts		stereo/video	1,000
outdoor cafe		yogurt/dairy		computers	1,000
soup/salad (esp lunch)		meat		cameras/photography	800
saloon restaurant		poultry		sporting goods	1,500
food w/music		fish		outdoor/sports clothing	1,500
cookie shop (take out)	600	vegetables		good toys/games	1,000
common outdoor eating		liquor		books/magazines/stationery	500
area		doughnuts/bakery		music/instruments	1,500
good neighborhood		wine tasting	2,000	imports	500
saloon	2,000	cooking supplies/culinary	1,000	maternity clothing	1,000
nice bar/club	2,000	general housewares	3,000	cards/gifts	1,000
bookstore/restaurant	1,500	linens, towels	1,000	jewelry/credit jewelry	600
club/dancing/music	2,000	decorator/art	1,500	watches/clocks	500
		floor coverings	1,500	plants	500
		curtains/drapes	1,000	beauty/cosmetics	500
		wallpaper/paint	1,500	flowers	500
		china/glassware	800	pets	1,500
		hardware	2,000	yard goods	1,500
		party supplies	600	photographer	1,000
		interior decorator	1,000	catalog sales	5,000
		lamps/lighting	800	specialty gifts	1,000
		upholstery	1,000	hobby	1,500
		household accessories	600		

ALL NUMBERS IN SQUARE FEET OF FLOOR AREA

SPECIALTY RETAIL PROGRAM OF THE INNER CORE AREA. The inner Core Area shopping environment focused on First includes six major building clusters offering a total of 132,000 square feet of potential retail space of which 97,275 is in existing retail and 35,000 in office and service uses. Table 1 illustrates the types of uses which might comprise the inner Core Area specialty retail program.



The retail program envisions a food-related core of approximately 41,000 square feet in eating and drinking establishments. By expanding the existing cluster of good restaurants in this location, a very strong concentration of smaller specialty restaurants of perhaps 25-100 seats each could emerge which would possess diversity, interest and liveliness, and would become a major draw for the Core Area. Surrounding this central theme could be a household goods related "ring" which is surrounded in turn by an outer quality goods belt. Each of these sectors would draw shoppers independently, yet would benefit trade from the combined attractiveness of this retail program.

OUTER CORE AREA. Supporting the inner Core Area complex and in turn benefiting from the increased level of shopping activity, is a border of retail activities to the east, west, and north.

1. To the east, along South Livermore Avenue and East First Street, a complex of destination-oriented, visitor-serving uses are proposed, including a hotel, conference center, retail, restaurants, and offices.

2. To the north of the retail core is a mixed commercial area containing nearly 32,000 square feet of a variety of uses ranging from building products, commercial services, and eating and drinking establishments such as The Crayon. Some of the older one-story buildings have historic character. A possible retail theme for this area could be as a building products and home furnishings center where a number of enterprises could be concentrated which are now scattered throughout the City (such as the antique dealers). These type of uses can

greatly benefit from a private program of clustering which intensifies their market appeal. The older housing stock in Livermore with its potential for renovation and restoration represents an important market for these kinds of commercial activities in the future.

3. The L Street corridor on the west has many existing strong businesses and yet is weakened by the lack of continuity caused by expanses of parking lots, noncommercial buildings, and vacant land. The Second Street block containing JC Penny's, Squire Clothing Shop and others, and the Good Year auto store at the corner of First and L, are strong leading retailers out of the total 62,600 square feet of retail space.

This corridor is an ideal location for a new junior department store anticipated to have a fair market potential in the downtown by 1990. Ideally this new store should be located at the corner of "L" and First Streets: the vacant corner of the Superblock on Railroad Avenue and L Streets offers an equally good location for this facility. A total of approximately 93,000 square feet of retail use could be possible in this corridor.

CORE AREA TOTAL LAND USE PROGRAM. Table 2, Land Use Program in Square Feet of Space, gives the square footage for each of the retail food, retail eating and office commercial service uses proposed for the existing buildings of the Old Core Area. The amount of space possible within the Inner Core Portion and the potential square footage contained in the outer Core or fringe portion is indicated along with the total square footage.

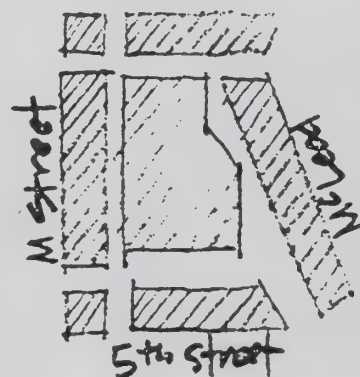
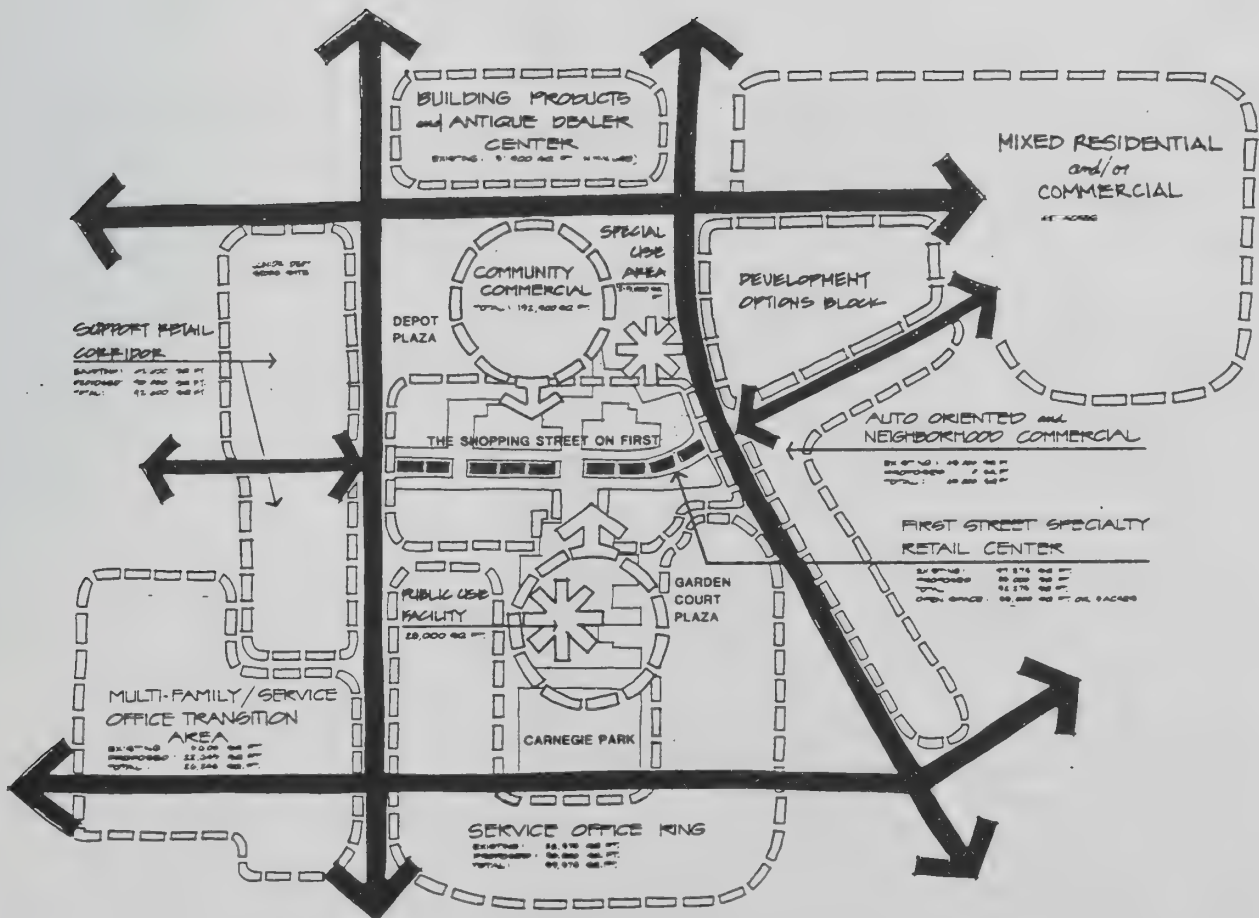


TABLE 2 OLD CORE AREA LAND USE PROGRAM IN SQUARE FEET OF SPACE			
LAND USE	INNER CORE AREA	OUTER CORE AREA	TOTAL
Retail	132,425	140,572	272,997
Retail Food	17,625	26,400	44,025
Retail Eating	41,350	20,000	61,350
Office	76,765	42,545	119,310
Comm'l Service	77,212	115,575	192,787
TOTAL	345,377	345,092	690,469

LAND USE PROGRAM IMPLEMENTATION. The program is based on actions which better utilize existing building space through rehabilitation of buildings and the shopping environment, merchant recruitment, and promotion.

Realization of the land use program will be a gradual result of the combined Core Area improvements for streetscape amenities and plazas, traffic circulation and parking provisions, and supporting downtown land use, urban design and traffic programs. The pace of this change will depend on the city's ability to mobilize public and private commitments and accelerate the key provisions of the plan. A ten year time frame is envisioned. (See Chapter 7, "Implementation Approach".)



TRAFFIC PROVISIONS

The boundary streets, L and South Livermore in the North-South direction and Railroad and Fourth Avenues in the East-West direction, form the main circulation components serving through-traffic which bypasses the Old Core and local trips to and around the Core.

First Street (From its intersection with Railroad Avenue to "L" Street) should be turned into a high amenity destination shopping street which provides for onstreet parking and is oriented to pedestrian use. Through traffic would be permitted on this section of First Street, but the street would no longer serve as the primary through artery for downtown Livermore. This, would facilitate a program to integrate the Core Area in to a cohesive retailing unit.

TRUCK TRAFFIC DIVERSION PROGRAM. See Chapter 5 "Supporting Traffic Circulation Policies and Programs."

CIRCULATION. Within the peripheral street system circulation and parking share all interior streets. As a destination auto zone, vehicular circulation primarily serves selection of parking facilities close to desired destinations.

To promote the greatest circulation efficiency in seeking available parking space, a one-way couplet on J and K Streets is proposed to circle the Garden Court block (which includes the vacated portion of Second Street between J and K). Traffic on Third Street, however, could still be two-way. This one-way couplet allows for sufficient space to provide diagonal parking on J and K Streets, reduces the friction of cars entering or backing out of parking spots, and facilitates the flow of traffic. The system would serve all entries and exits south of First Street efficiently.

The relationship of vehicular circulation to parking in the northern Depot Plaza area is much more direct because it relies on a central parking facility. Here, however, revisions to the existing circulation and parking arrangement will be required to provide for a smooth travel course through and around the parking facility which is safer, less confusing, and avoids conflicts with parking movements. The entire

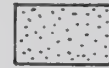
Circulation and Parking Plan



FRAMING
ARTERIALS



INTERIOR
STREETWAYS



PEDESTRIAN
SYSTEM



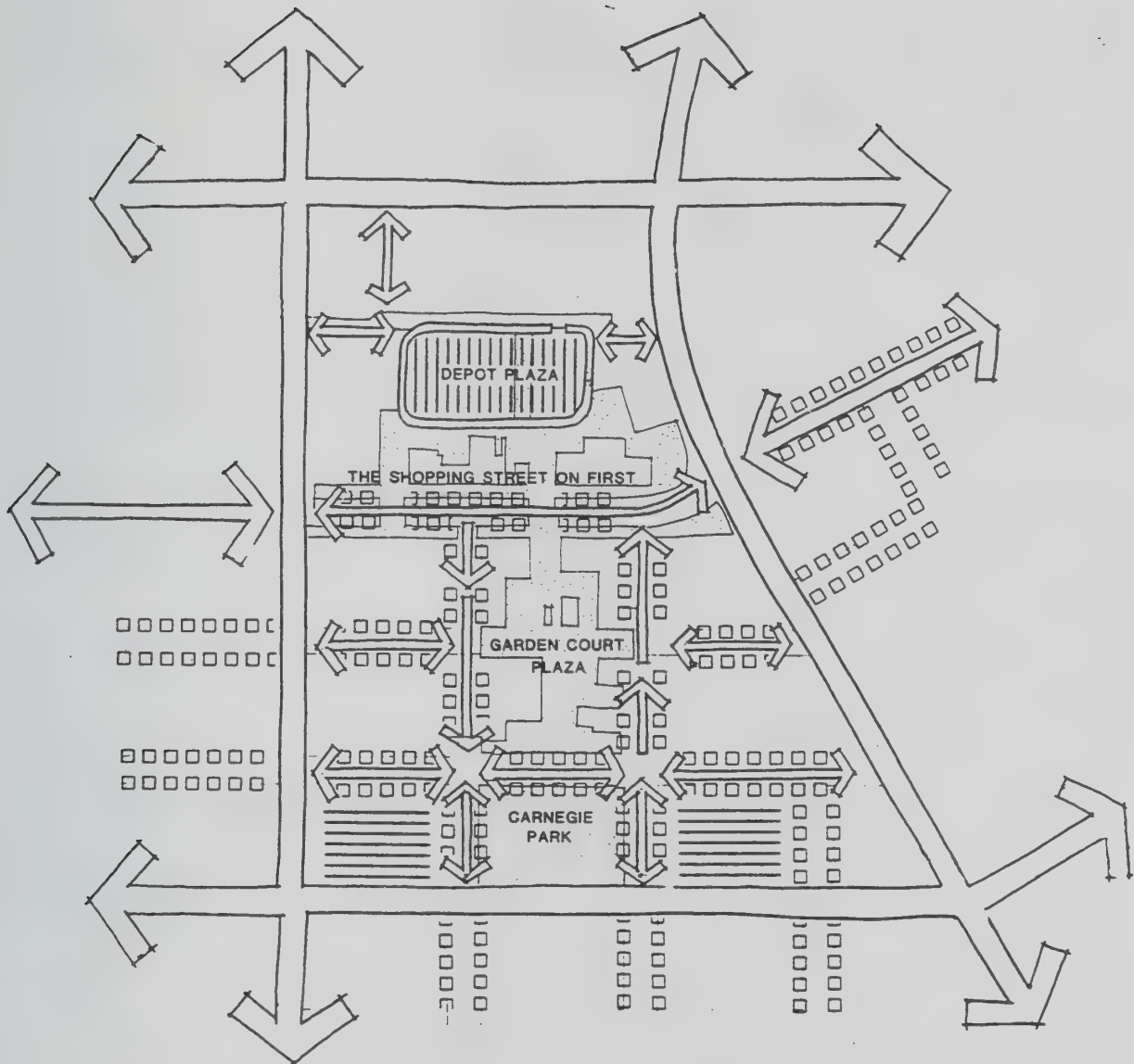
ON STREET
PARKING PROGRAM



OFF STREET
PARKING PROGRAM



DEPOT PLAZA
PARKING REHAB-
ILITATION



system could be designed to facilitate pedestrian circulation with direct connections to the First Street shopping corridor.

PARKING. The standard perception of parking in downtown shopping areas is that "what exists is not enough, and what is needed would cost too much." In the case of the Old Core Area, the City has the opportunity to provide all the parking that is needed for its land use program, efficiently and inexpensively. Inventories of on-street and off-street parking were reviewed and then modified based on design plan revisions to the streetscape and areas to be included in pedestrian areas.

Parking demand is shown in Table 3. Combined land uses represent a total parking demand of 2,939 spaces. To meet this demand, an on-street parking program is recommended by extending the existing diagonal parking throughout the Core Area to take advantage of wide street widths. The resulting dispersed parking resource satisfies the use program without requiring new parking garages or lots by converting already paved public roadway into parking at virtually no cost.

Total potential supply of parking spaces is 3,905, for a surplus of 804 units. Calculations of "straight demand," however, indicate a slight deficit in the Inner Core Area of 168 spaces and a surplus of 1,134 spaces in the fringe area, suggesting that actual distribution of spaces may not meet need where demand is greatest. However, the potential for shared parking, the management of parking spaces through the separation of customer vs. employee parking, the potential for increasing parking spaces in the Depot Plaza and for new off-street parking associated with new office conversions near Carnegie Park, can mitigate this concern.

TABLE 3 CORE AREA PARKING REQUIREMENT ESTIMATES COMPARING STRAIGHT DEMAND VERSUS SHARED BASIS

	<u>INNER CORE</u>	<u>OUTER CORE</u>	<u>TOTAL CORE</u>
Straight Demand ¹	1,486	1,453	2,939
Supply	1,318	2,587	3,905
Balance	-168	+1,134	+804
Shared Demand ²	1,263	1,235	2,498
Supply	1,318	2,587	3,905
Balance	+55	+1,352	+1,407

1. Based on 4 autos per 1000 square feet of retail, retail food, and commercial service space; 3 autos per 1000 square feet of office space; and 8 autos per 1,000 square feet of retail eating.
2. Based on a shared parking discount of fifteen percent.

The concept of "shared demand" affects actual demand where a mixture of retail, restaurant, and office uses are present. The "shared demand" means that a single parking unit which is utilized for one downtown trip (such as a visit to a local office) will also serve the purposes of a second visit to a retail shop or yet a third trip to a restaurant. Since in this case one parking stall has been used where three would be indicated in an estimate of "straight demand," these parking units are available for use by other vehicles. The standard discount for shared parking in a mixed use district is 15%. This would mean when applied to the parking demand estimates of the Inner Core Area, that a surplus of 55 units would exist.

The total demand also includes vehicles of both customers, businessmen and employees. Too often, workers in retail districts tend to park in the prime parking spaces even though the occupied parking spaces can mean a loss of sales. When this happens, management of the parking resource can make more parking available to customers closer to shops by providing merchant/employee parking at a distance. In the case of the Old Core Area, the most obvious solution is to provide for all-day parking in the "fringe" area, where parking resources are the greatest, retaining the Inner Core parking spaces for customers. A program to encourage separate merchant/employee parking will require organization and cooperation between merchants.

It will be desirable to increase the capacity of Depot Plaza for parking, especially as coupled with the proposed improvements to the circulation and pedestrian system. Preliminary design studies indicate that an additional 75 to 100 spaces could be created by re-arranging the present layout.

TRAFFIC ACTION PROGRAM. The highest priority must be given to those steps required to change the status of First Street from a state highway and truck route to a destination shopping street providing on-street parking, street scape, and pedestrian amenities. The following actions are the most critical to implementing the early phases of re-development:

1. Interim Truck Re-Routing Program. Divert through truck traffic to Railroad Avenue over a 4 to 5 year period during which the Kittyhawk/ Interstate 580 interchange is constructed. See

Chapter-E, Section: State Highway Redesignation and Truck Traffic Diversion Program.

2. State Highway Redesignation. Take steps necessary to implement the redesignation of First Street as a state highway to achieve a permanent bypass for through truck traffic, see Chapter 5.

3. First Street Improvements. Improve First Street for pedestrian and parking use as part of a total detailed design plan for Core Area traffic, streetscape, and pedestrian spaces and amenities after the interim truck division program is established.

4. J and K Streets One-Way Couplet. Improve J and K Street for one way circulation and diagonal parking at the same time as First Street improvements.

5. Core Area Diagonal Parkway. Change other elements of the Core Area diagonal parking program to coincide with street tree, street lighting and pedestrian improvements or as needed.

6. Promote common off-street parking in interior portions of blocks converted to park-oriented service office use.

PEDESTRIAN SPACES AND PLAZAS

The pedestrian oriented elements of the Core Area plan have three major functions:

1. The system of major and minor plaza and courtyard features are intended to provide people-oriented activity centers which will represent a major attraction in the downtown and will draw the public to the Core Area for special events, small and large group outdoor meetings and outdoor restaurant spaces. Gardens and activity areas of all kinds are intended to provide for the passive enjoyment of these spaces as a complement to a program of activities.

2. Attractive pedestrian ways should be provided to insure a satisfactory pedestrian connection between the shopping street to Depot Plaza and Garden Court Plaza by designing connections which are inviting, convenient and safe. People who have parked in either of these centers should be attracted to the shopping street for shopping and browsing.





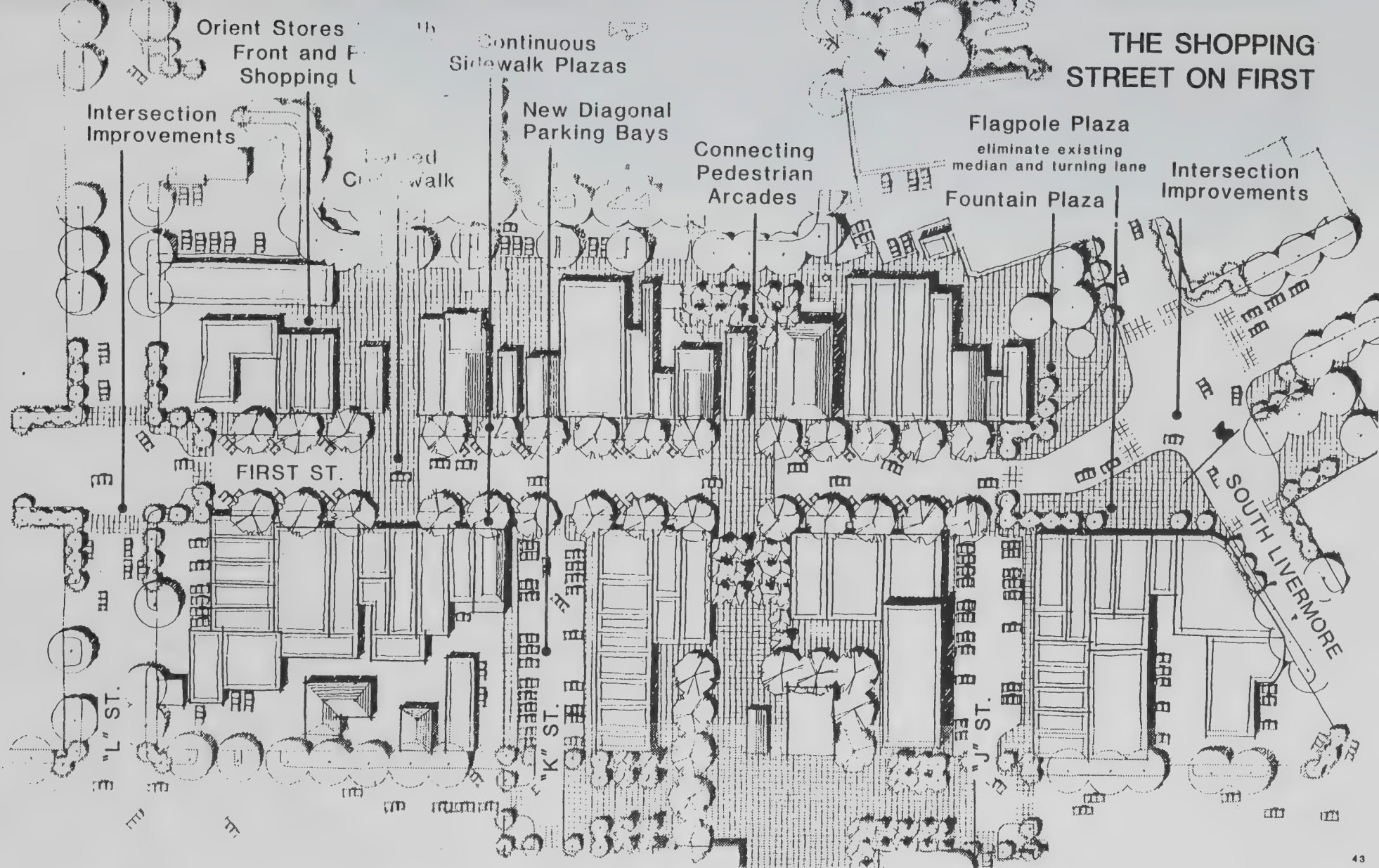
3. The pedestrian amenities of the First Street shopping environment are intended to enhance the visual appearance and sense of comfort of the street and promote a more pleasurable shopping experience.

FIRST STREET PEDESTRIAN ELEMENTS. The balance of the design for First Street, calls for an expanded flagpole plaza which is gained by redesign of the First Street/South Livermore intersection and the elimination of the right-hand turning lane onto South Livermore (see Chapter 5 Supporting Traffic Circulation Policies and Programs). By expanding the sidewalk on the north and south side of the street, an attractive sidewalk plaza is created on First Street, which limits the roadway to a travel lane only. Diagonal parking stalls would be established throughout the rest of First Street shopping area using a redesigned curb and sidewalk system.

Where the pedestrian street crossings are provided, these should be improved to a sidewalk standard which continues the sidewalk paving across the street in an ample slightly raised crosswalk to maintain pedestrian character.



THE SHOPPING STREET ON FIRST



CONNECTING PEDESTRIAN WAYS. Entries should be designed as major gateways. A strong axial pedestrian connection from the Garden Court plaza through the First Street shopping district to Depot Plaza should be created which provides an open view corridor connecting the north-south plaza areas and exposing shops on First Street to a view from both areas. A second pedestrian connection crossing First Street should occur west of K Street. As in the case of the former through connection, existing alleyways and driveways allow ample room for development of a pedestrian connection.

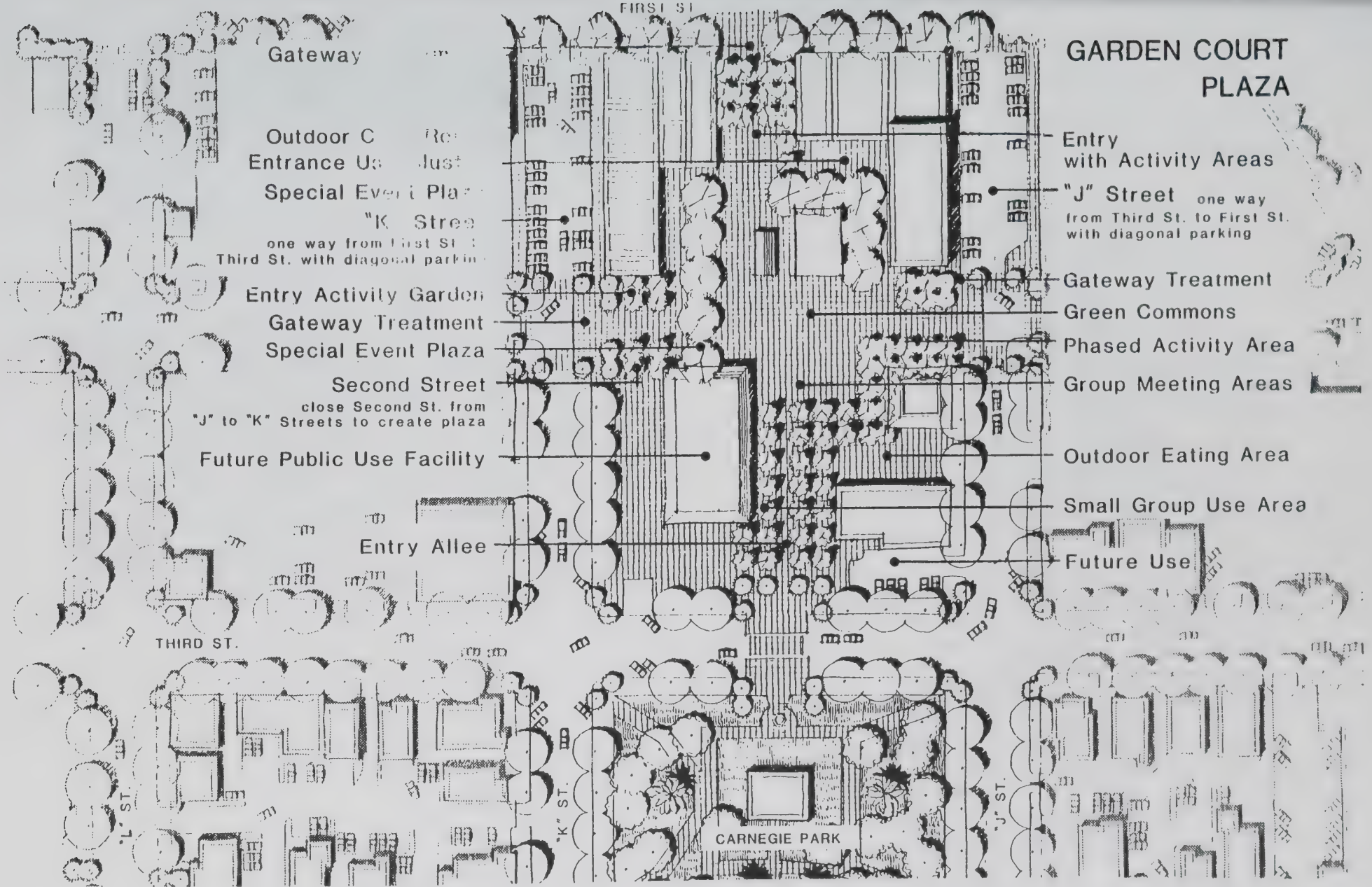
These connecting arcades should wrap around the small, freestanding commercial structures occurring in both locations. One design feature which might be considered in the future would be to resite these buildings to a common wall with an adjoining building, and allow each a two-sided frontage both on First and on the pedestrian arcade. In either case, window displays or other measures should be encouraged on these pedestrian ways to enliven their appeal as part of the shopping environment.



GARDEN COURT PLAZA. This plaza must be designed as a true public space. While physically linked to Carnegie Park, it is intended to promote more intensive outdoor activity use, and the facilities for temporary shelter, seating, and outdoor display. A wide range of special events and activities could occur in a series of spaces contained within the larger plaza, including outdoor wine tastings and banquets, concerts and dance festivals, art shows, flower shows, craft shows and hobby shows, outdoor meeting space for groups of all types and a wide range of specific gatherings. Courtyard entrances to building clusters should be combined to allow for an attractive transition to retail uses or to locate outdoor eating gardens off of the courtyard.

Lawn areas, landscaping, pergolas, and trees for shade should be employed to give the area a rich garden feeling with perennial and annual flower displays. There might be an activity garden maintained by a local gardening club such as the Rose Garden at the intersection of Holmes and First Streets.





Gateway

Outdoor C...
Entrance Us... Just

Special Event Plaza

"K" Street

one way from First St. to
Third St. with diagonal parking

Entry Activity Garden

Gateway Treatment

Special Event Plaza

Second Street

close Second St. from
"J" to "K" Streets to create plaza

Future Public Use Facility

Entry Allee

THIRD ST.

FIRST ST.

GARDEN COURT PLAZA

Entry
with Activity Areas

"J" Street one way
from Third St. to First St.
with diagonal parking

Gateway Treatment

Green Commons

Phased Activity Area

Group Meeting Areas

Outdoor Eating Area

Small Group Use Area

Future Use

CARNegie PARK

OTHER PEDESTRIAN IMPROVEMENTS. Throughout the remainder of the Old Core Area, sidewalks should be adequate to provide for satisfactory pedestrian movement to interior destinations. A special concern is the development of a good pedestrian connection across East "L" street between Depot Plaza and the "Superblock" at the intersection of Railroad Avenue and "L." This connection should draw pedestrians across "L" through to the Depot Station building, allowing flow around that building to a well-defined connection to the Depot Plaza shops. Other connections which should be stressed should be the First Street to "L" Street intersection and the First Street to South Livermore connection.

STREET TREES AND LANDSCAPING. The "greening" of the Old Core Area should also rely on an extensive program of street trees and landscaping which builds on the lush, cool and shaded environment found in Carnegie Park and other portions. Trees should dominate the Core Area streetscape and pedestrian plaza, entrances to the plaza areas, and highlight the major exterior intersections of the Core.

As part of the redesign program for Depot Plaza a supplemental tree planting program is recommended which can provide a broad headed canopy to both screen the parking and make it more inviting to walk through.

The trees along First Street and within the Garden Court Plaza should be distinct, to set this interior area apart from the rest of the Core. Consideration should also be given to planting tall vertical trees (such as poplar) at key entrances to provide strong visual landmarks visible throughout the downtown as well as the use of flowering ornamentals at major nodes.

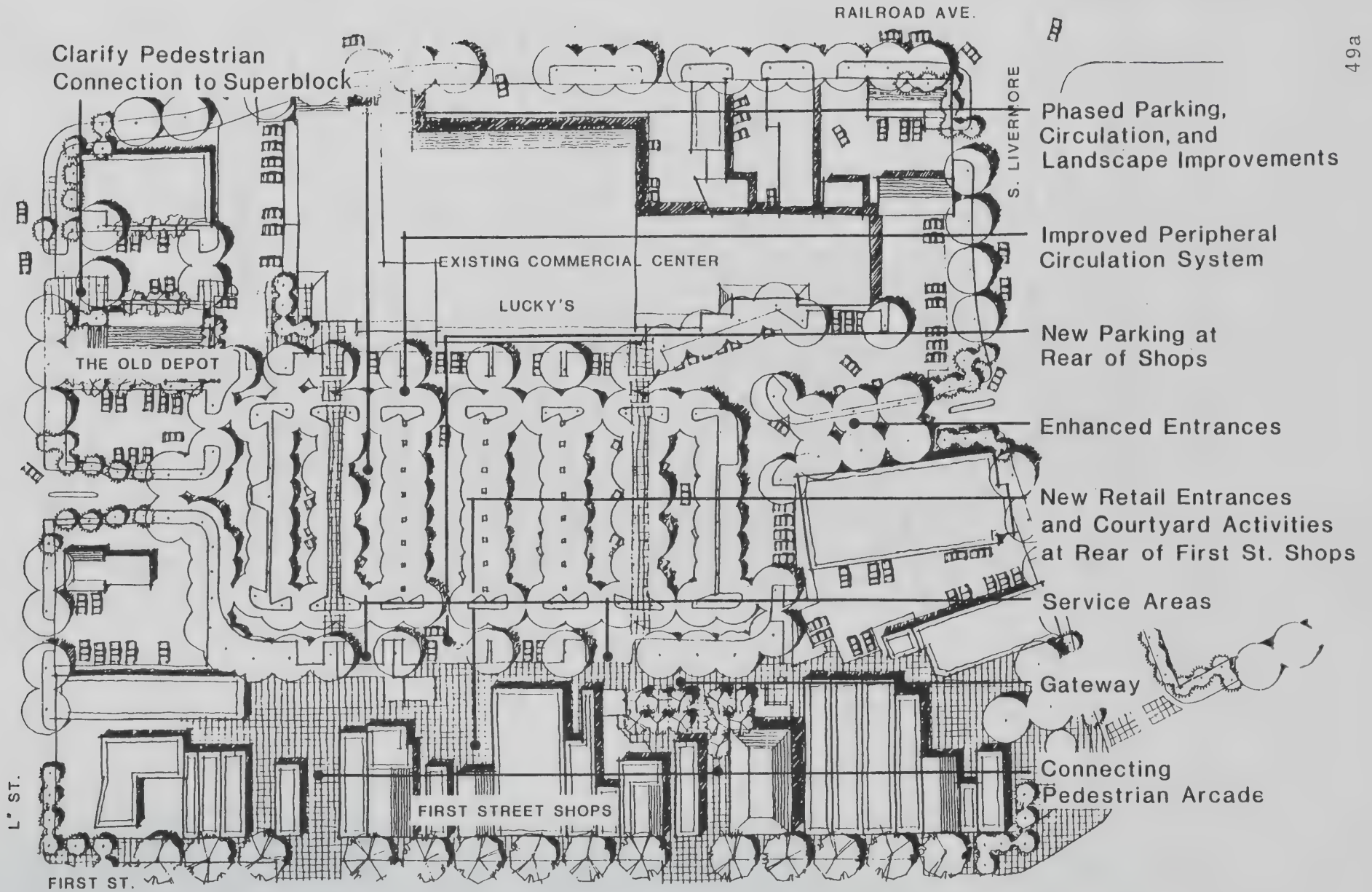
DEPOT PLAZA. The proposed redesign for Depot Plaza takes advantage of the inward building orientation of the anchor stores. To improve the pedestrian connection to First Street, the proposed redesign of Depot Plaza circulation would provide two walkways in medians through the plaza parking lot which connect directly with the major pedestrian entry points. The design of new pedestrian spaces to the rear of these buildings along with facade improvements with new entrances, window displays, or eating areas will insure this to be an inviting, attractive component of the north-south pedestrian way.

In both plaza areas, new service areas will be required which allow for unloading of supply trucks and collection of trash at common storage areas. These service areas can be provided as part of the Depot Plaza vehicular circulation improvements at the rear of the First Street shops. Deliveries also could be received from First Street.

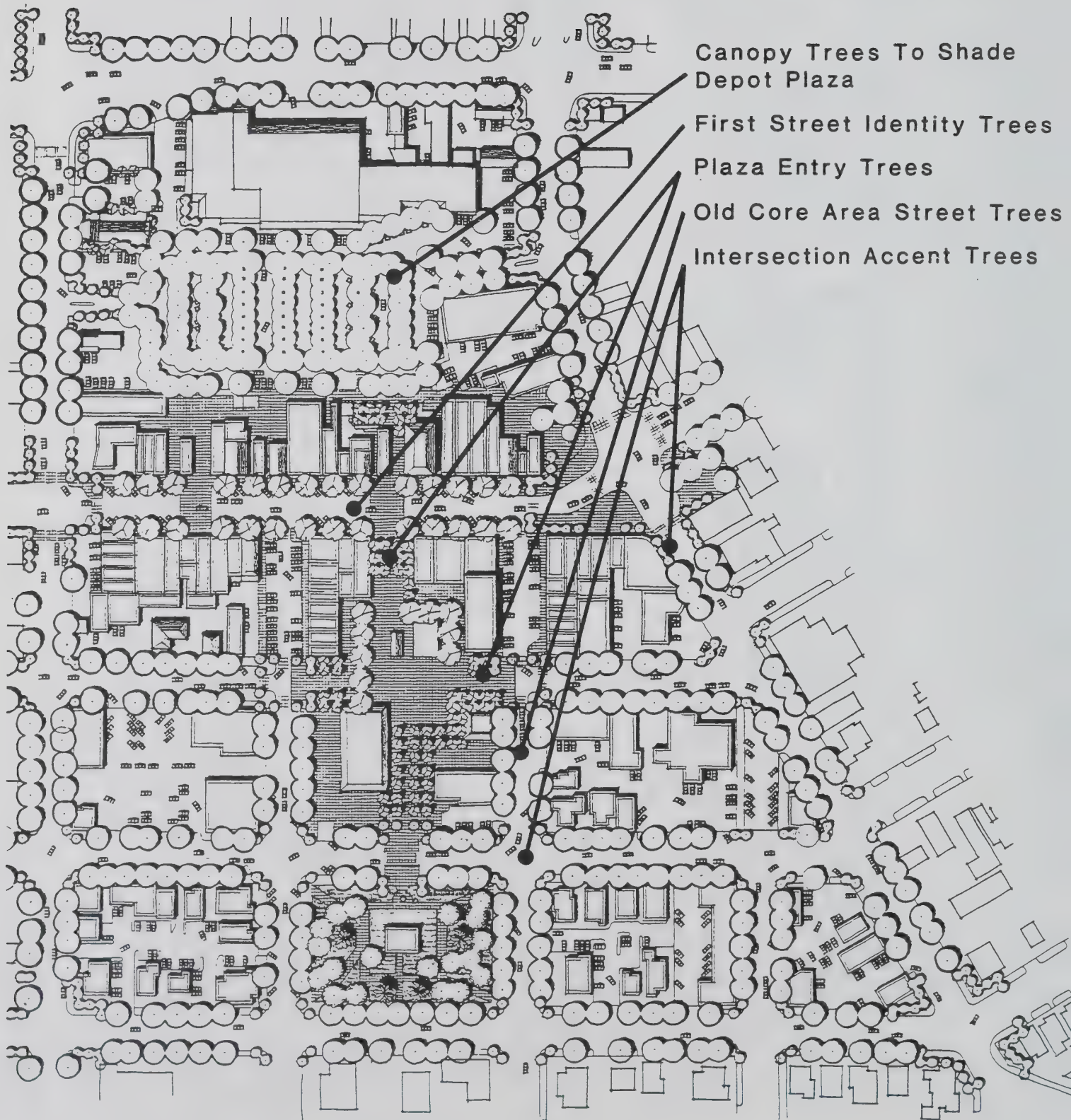
For the Garden Court Plaza, deliveries could all be taken on existing street frontages while trash could be taken at specially designed service areas off each of the main entryways or at convenient interior locations. The design of the Court Plaza should allow for controlled entry by service vehicles.



DEPOT PLAZA



Street Tree Concept Plan



ACTION PROGRAM. Commercial revitalization of the Old Core Area relies to the greatest extent on the resurgence of amenities and other improvements. A high priority should be given to the following actions:

1. Urban Design Improvement Plans. Detailed plans and construction documents for all plazas, pedestrian spaces and amenities, street trees and landscaping, street lighting and street furniture, fully integrated with traffic circulation and parking proposals, should be prepared as the first step toward improving the Core Area.

2. Budgeting and Funding Improvements. Detailed construction budgets should be prepared in coordination with detailed improvement plans and drawings. A wide range of funding sources should be employed to implement desired plans (see Chapter 7, Section: Financing System and Funding Strategy). Special consideration should be given to the eligibility of these projects for funding under the provisions of the California Park and Recreation Facilities Act of 1984 (Proposition 18 on the June ballot).

3. Construction of Improvements. Phased development of pedestrian plazas and amenities should be coordinated with traffic circulation and parking improvements, logically scheduled to minimize disruption, and given high priority for construction during the first five years of the program.

BUILDING AND STOREFRONT ARCHITECTURAL IMPROVEMENT PROGRAM

As part of a commercial service center of an agricultural valley the downtown buildings along First Street served both commercial and social needs. Hotels, clubs, civic organizations, movie houses, restaurants and bars, banks and drygood stores provided Livermore residents with a vibrant urban center. The remaining older commercial, public and residential buildings reflect this rich and colorful past. Most buildings have changed in use, ownership and design treatment. Many reflect changing technologies and a combination of old and new building materials.

As the revitalization program begins, a key objective will be to provide an architectural framework for renewed activities that is reflective of the past, yet responsive to contemporary functional needs. Proper restoration and integration of the buildings along First Street will play a paramount role in the success of the community's revitalization. Building on the City's architectural heritage will be especially important, since this quality may give downtown Livermore the "extra edge," the special attraction which draws customers.

HISTORIC AND ARCHITECTURAL SIGNIFICANCE. The Core Area has a number of architecturally significant buildings whose value to the community can be viewed from four points of view: 1) Architectural merit for style, craftsmanship or historic period; 2) Prominent scale and visibility; 3) Historical or traditional significance; and 4) Contributing parts of a particular group of characteristic buildings.

1. Architectural Merit. Good examples of architectural merit include the Depot, Forester's Hall, the Bank of Italy building, the Carnegie Library, the Schennone Building and the Masonic Building. Several of these "flagship" structures also serve important representatives of Livermore's architectural heritage and can contribute to the success of the revitalization program.

2. Scale and Visibility. Two-story buildings along First Street are important because of their size and dominant character; these buildings bring a welcome rhythm to the single-story streetscape. The stuccoed, 1880 vintage

FIRST STREET STOREFRONT IMPROVEMENT PROGRAM

SOUTH SIDE VIEW



South
Livermore

"J" Street



FIRST STREET STOREFRONT IMPROVEMENT PROGRAM

NORTH SIDE VIEW



"L" Street



South
Livermore

building located on the southwest corner of South K and First Streets is a good example of landmark structures. Other examples of highly visible buildings are the Masonic and Schennone Buildings which greet arriving motorists along North Livermore Avenue, and the Carnegie Library and Odd Fellows Building, because of their axial relationship to each other.

3. Local Traditions and Historical Role. Traditional meeting places like the Odd Fellows and Forester Halls are examples of buildings that have special value in the revitalization program, because of their social and historical significance. While some of these favored gathering places serve new functions today, buildings such as the handsome Post Office is still an important "social center" in downtown Livermore.

4. Building Clusters of Significance. In some instances, small groups of historic buildings have been left intact over the years. Of course, this does not mean that individually their appearance has not been altered. However, their siting, massing and spatial relationships are significant, and many of them could be restored to their original state. An example of such a group can be found on the North side of First Street, between Odd Fellow's Hall and South K Street, where four (now altered) wood frame buildings have remained from the 1880's. Each of these store fronts are significant, because they represent an opportunity to restore an era of First Street while also contributing to the overall urban design program.

RESTORATION APPROACH. The success of an architectural refurbishment program for downtown Livermore will require a thorough understanding of the design and technical opportunities inherent in each building (i.e. the knowledge needed to restore and to preserve the community's architectural heritage,) and the organization for coordinating public and private efforts required for implementation.

Restoration of any given structure will have to respond to a host of considerations, including urban design goals, building materials, restoration methods and financing techniques. These considerations may be best illustrated in relation to three building types to be found along First Street, between South L Street and South Livermore Avenue. These "prototypes"

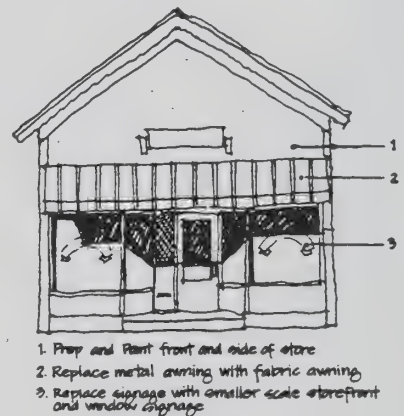
represent eras and building technologies that are characteristic of this section of First Street and help to characterize a prototype restoration approach. Each of these buildings is suitable for partial or total restoration and each represents opportunities for a phased improvement process that considers economic feasibility of the undertaking, along with urban design goals to be accomplished.

1. The Italianate Prototype. A typical example of the Italianate 1880's two-story, wood frame structure is the Odd Fellows Building. The detailed wood trim, brackets, soffits, windows and original store-fronts have been generally removed, and in many instances stucco finish has been applied over the original clapboard siding. A "minimum" approach to improvement would suggest a "paint-up and fix-up" program with new signs and awnings applied. The next level of improvement would require partial restoration, that restores the original wood siding, detailing and upper window registers. The final phase would involve restoration of the original store fronts and ceiling heights.

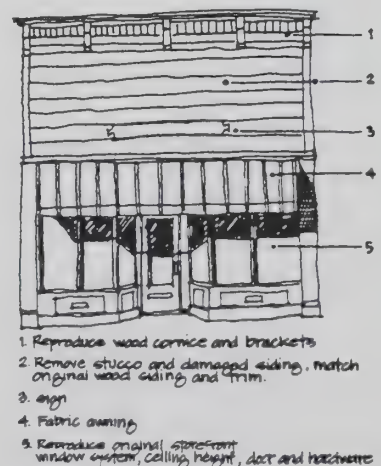
2. Western Wood Frame Store Front Prototype. Another "prototype" is a single-story, "western" wood frame storefront, also from the 1880's. First Street is a good example of this early storefront type structure. Most of these buildings have been covered with stucco finish, had their storefronts and facade tops removed, and extended roof overhangs applied over the front and sides of the building. The "minimal" approach to restoration would require "paint-up, fix-up" effort, with new signage and awnings. The full restoration would reproduce the original building with the wood siding, old storefront, facade and high interior space.

3. "1920" Box Prototype. The third prototype is a single story structure from the 1920's and in this case, the current Schwinn Cyclery Shop is a good example. These buildings have masonry bearing wall, flat roofs and face brick facade. Most buildings of this type had their windows replaced in the 1950's with metal storefront systems. In the process they lost their transom windows: these were boarded over. The most modest improvement would require repainting the window systems, with new signs and awnings installed. The next level of improvement would require cleaning the face brick along with uncovering and restoring the transom windows.

Western Woodframe Storefront Prototype



Fix Up and Paint Up

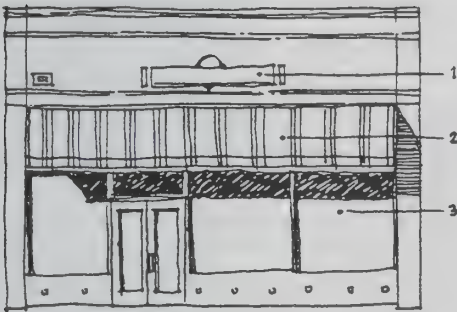


Full Restoration

The buildings along this section of First Street which do not fall in these three categories are either "plain Jane" type concrete block structures from the 1950's, often clad with post-war technology materials, or are unique in one way or another. Such unique buildings include the Beaux Arts style Forester's Hall built after the turn of the Century, and the Donut Wheel. Some of these buildings defy restoration; they require upkeep and maintenance which reflects attention and care and good window exposure onto the street which contributes to the shopping experience.

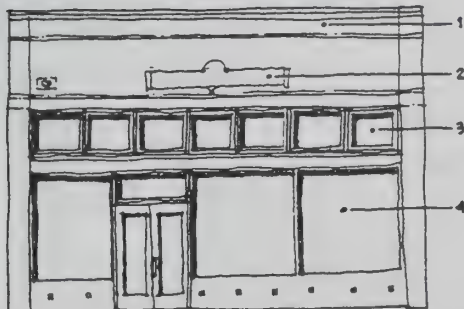
While buildings generally fall in certain categories, they should not be improved or restored without adequate research to determine the buildings potential for restoration. The City has a bevy of old photographs and records that represent an excellent resource toward accomplishing the necessary background studies. It is also likely that during construction, clues and evidence of the buildings' original appearance will be uncovered, which will take much of the guess-work out of the restoration process.

"1920" Box Prototype



1. Replace sign and Re-route wiring
2. Fabric awning
3. Paint window system

Paint Up and Fix Up



1. Tuck point and clean brick
2. New sign and exterior lighting
3. Uncover and repair transom windows
4. Paint window system

Full Restoration

RESTORATION ACTION PROGRAM

The restoration program will be successful if it is well organized, and if it provides clear guidelines, good coordination, technical and financial assistance and incentives to both owners and merchants alike. Success will depend on full participation of merchants and property owners. The following actions should be undertaken:

1. National Register of Historic Places. Submit an application to the National Register of Historic Places to establish the Old Core Area as a National Historic District by initially seeking nomination from the State Office of Historic Preservation and the State Historical Resources Commission.

Achieving recognition as one of the nation's valuable cultural resources would represent distinct honor and will make the downtown eligible for financial benefits such as grants-in-aid, federally guaranteed loans, property tax relief, and federal tax incentives for rehabilitating income producing properties. All the buildings in the Old Core, older than 50 years will eligible to become elements of the Historic Dis-

strict. Grants for preservation and restoration purposes will be available from several federal and state sources and from numerous private foundations. These include matching grant funds provided by the National Historic Preservation Act, Community Development Block Grant Funds, and a possible new 10 million dollar bond program which would be established by Proposition 18, which proposes to establish competitive grants (to be administered by the California Department of Parks and Recreation) earmarked for preserving historic property owned by local units of government or non profit organizations.

A variety of other loans including those administered by the U.S. Department of Housing and Development and tax advantages provided by the Tax Reform Act of 1976 offer benefits for home owners and owners of income properties within Historic Districts. Owners must rehabilitate their properties according to restoration guidelines consistent with federal requirements.

2. A Revolving Loan Fund. This program should be established as a funding mechanism for the provision of capital resources to merchants and property owners during the initial phases of Core Area revitalization. The mechanism provides for the formation of private capital which can be leveraged for the revitalization of specific businesses including loans for inside improvements, renovations, working capital, or inventory acquisition, depending upon the specific design of the revolving fund. Loan repayments are used to replenish the fund and the participation of the lending institution is required to insure the availability of conventional financing and to make additional sources of funding available. Redevelopment staff should establish basic parameters of the fund including allowable uses, buildings, lending criteria, leverage ratios, eligibility standards, equity contributions, terms and security. Once established, the program could be managed by a non profit improvement group or similar organization. (See Chapter 7, Implementation Approach).

3. Building Restoration Design Services. A program of publicly sponsored design services which are free or of minimum fee to eligible building owners should be developed which is especially applicable during the early years of

Italianate Prototype



Paint Up and Fix Up



Partial Restoration

the revitalization process as an incentive to initiate restoration projects. Several private architects might participate in a program on a rotating basis.

4. Tours of successfully completed projects in the San Francisco Bay Area could be conducted in order to educate and inspire elected officials, staff, and participants alike.

5. Promote The Involvement of Private Business Groups such as the Chamber of Commerce to serve as a driving force in the revitalization and restoration program. A merchant organization should provide the necessary advertising, community programs, self-policing, maintenance of the area and encouragement (awards and prizes), self-help programs, "how to" courses, and general guidance.

6. Develop A Demonstration Project to establish mechanisms for a joint public/private partnership. As an initial step in the Restoration Program, a "demonstration project" could be selected. This selection process would have to be carried out with the full participation of the affected owners and tenants. The project would have to provide the best possible economic and building solution for a group of buildings having a great potential impact on improvement to the downtown environment.

The program should involve full restoration, with complementary signs and awnings, built as an inspiring example, of what can be physically accomplished in the area, and as an illustration of what the architectural and environmental design guidelines require. It could also work with existing merchants to upgrade their retail program or recruit new uses to improve the business mix. It will be key to the success of this project to assure that business operations be involved which have established an excellent reputation in downtown Livermore.

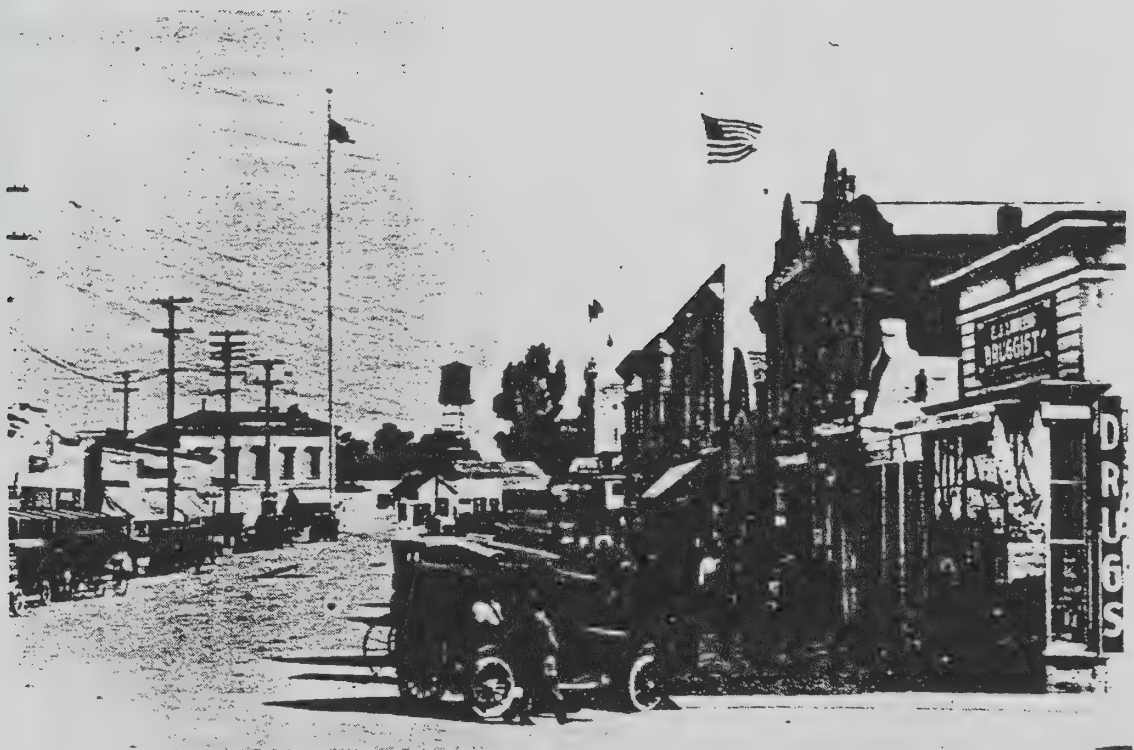
The demonstration project will require special attention and care since the project must serve as a valuable testing ground for the program. It will be important to apply the "lessons learned" from this project to subsequent rehabilitation projects, and, if necessary, to revise the entire program. The Redevelopment Agency's Staff and professional advisors will have to be prepared to continually "fine tune" the program not only on the basis of past experiences, but



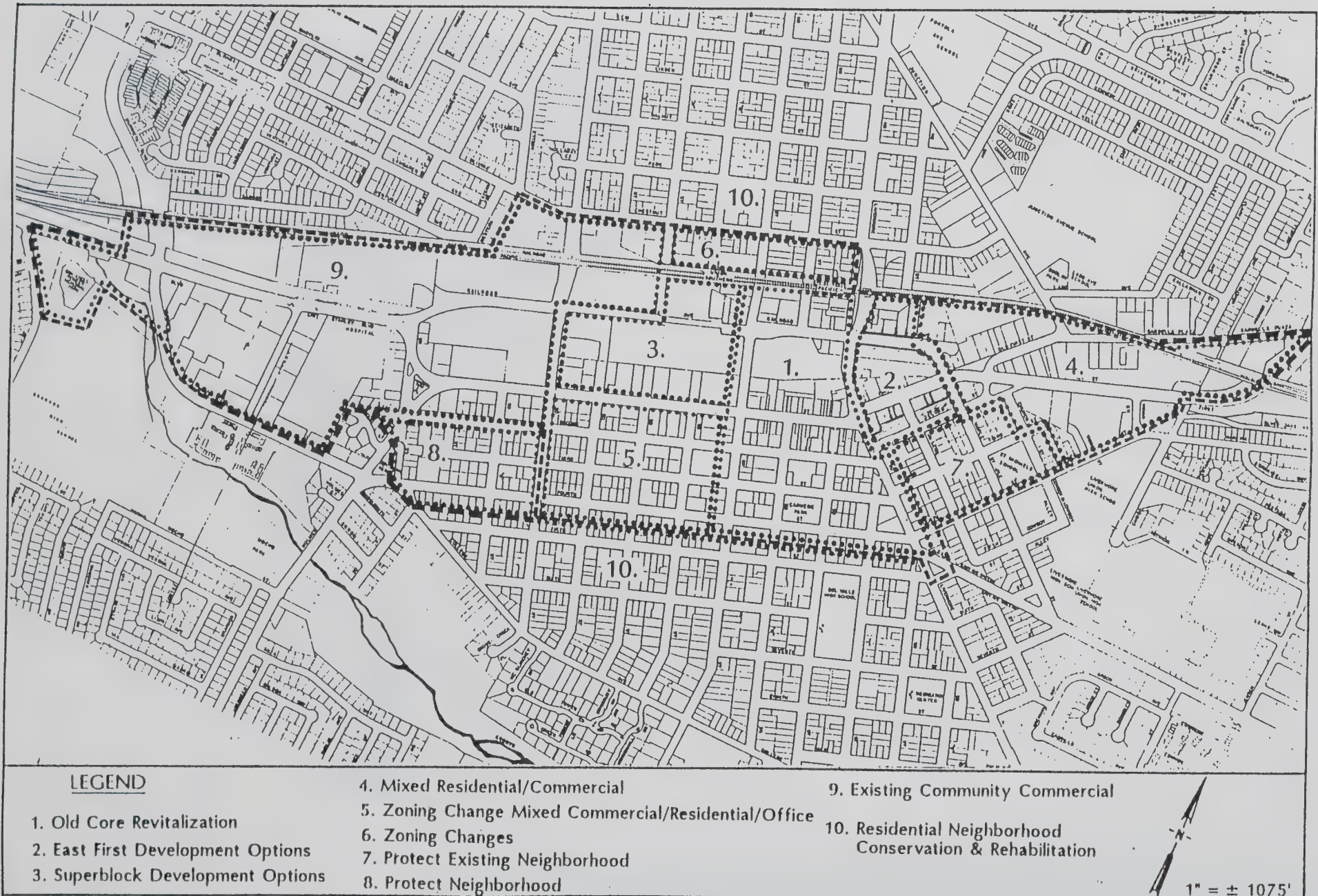
1. Reproduce cornice and brackets to match
cornice and brackets on side of building
2. Replace windows with double hung, each type
3. Remove stucco, and match existing wood siding
4. Signs
5. Reproduce original storefront
window system, ceiling height, door and hardware

Full Restoration

also in response to individual property owners' and tenants' special concerns. Such a program could be funded through the Proposition 18 Historical Resource Protection Fund Program under the auspices of the public/private non profit entity.



SUPPORTING DOWNTOWN
LAND USE DEVELOPMENT PROGRAM



URBAN DESIGN PLAN SUB-AREA MAP

FIGURE 1

INTRODUCTION

Potential future uses for the vacant areas flanking the Old Core area must fit into the emerging land use pattern of downtown Livermore. Of course, the feasibility of any land use concept will have to be tested within the regional context: future uses of the parcel must become logical parts of the role that downtown Livermore is expected to play in its regional environment.

It is not easy to define this regional role. In the past, downtown Livermore served the valley in traditional ways such as a banking and commercial service center; a seat of local government; a center for the distribution and marketing of goods, a cultural and social center, and the urban core of an agricultural region. With increased mobility of the residents, these roles have been gradually lost to other locales where commercial services are now sought in larger, more sophisticated shopping environments (in Dublin, Walnut Creek, Berkeley and San Francisco). By moving the Civic Center and Public Library to a peripheral location, outside of downtown Livermore, the civic and cultural life of the central core has been handicapped. With the rail terminal gone, central Livermore has lost its role in regular shipping. Suburbanization of the valley has also reduced the importance of downtown Livermore as the urban (marketing/service) center of the region.

Appropriate new uses of such major downtown parcels as the Southern Pacific Superblock will have to be determined on the basis of the future role that central Livermore can play in the region. In addition to serving the community with convenience goods, downtown Livermore should remain as a place for banking and real estate transactions yet may be hard pressed to retain medical care and municipal court functions. The central location and urban conveniences support the dining, specialty shopping and service office functions recommended for the Old Core area. All possible roles for downtown would be well complemented by intense forms of urban housing.

The downtown land use development strategy encourages concentration of a mix of compatible, intensive land uses over the long term. Public actions should initiate near term redevelopment in strategic sections of the downtown while encouraging long-range growth and change through private development. Figure #1 outlines the redevelopment strategy for the downtown. Proposed policies and actions recommended for subareas surrounding the Old Core area are presented below. Table 5 illustrates the maximum anticipated development (square footages and dwelling units) in each subarea.

TABLE 5
MAXIMUM DEVELOPMENT LIMITS

	Retail square feet	Office square feet	Service square feet	Total square feet	Public/ Educational/ Cultural	Residential				Total Units
						6-8 du/ac	9-16 du/ac	17-30 du/ac	30-40 du/ac	
Subarea 1	300,000	80,000	180,000	560,000	120,000	20	30	15	14	79
Subarea 2	45,000	21,000	117,680 ¹	183,680	0	5	0	0	0	0
Subarea 3	150,000	0	0	150,000	0	0	0	210	0	210
Subarea 4	132,000	76,000	132,000	340,000	0	5	200	5	0	210
Subarea 5	106,000	30,000	15,000	151,000	25,000	5	130	80	0	215
Subarea 6	4,000	0	5,000	9,000	0	5	55	100	0	160
Subarea 7	0	0	4,000	4,000	100,000	15	30	15	0	65
Subarea 8	0	0	0	0	0	35	70	0	0	105
Subarea 9	700,000	350,000	7,000	1,057,000	105,000	0	10	0	0	10
Subarea 10	0	0	0	0	0					0
Total	1,437,000	557,000	460,680	2,454,680	350,000	90	525	425	14	1,054

¹Includes 120-room hotel (65,680 sq.ft.)

THE SOUTH LIVERMORE/EAST FIRST DEVELOPMENT BLOCK

Anchored by the old Banca d'America d'Italia building on the corner of North Livermore and East First Street, this block (Area 2) represents commercial frontages which formed the original hub of the downtown. Today the remaining buildings along East First have city-wide and neighborhood shopping appeal, yet are somewhat isolated from the Old Core due to heavy traffic on South Livermore and East First Streets and the vacant character of the balance of the block along the Railroad Avenue frontage. The City has recently acquired property facing on South Livermore Avenue as a municipal parking lot.

This block represents an opportunity to establish destination-oriented and visitor-serving uses in the downtown area. Uses such as a hotel, conference center and possibly a performing arts center along with retail and offices uses would attract residents and visitors to the downtown area further enhancing and supporting the Old Core Area. A hotel, conference center and office development would be consistent with the retail character of the downtown area. The site's adjacency to the retail core and excellent roadway access make it an ideal site for a mixed use development (especially coupled with a parking garage which would serve onsite and offsite parking needs).

RAILROAD AVENUE VACANT LANDS DEVELOPMENT OPTIONS
(AREA 3)

The 11.7 acre former railroad yard known as the Superblock has long been thought of as a valuable land resource and opportunity in revitalizing downtown Livermore. The removal of the tracks in 1977 represented a major step in eliminating an obstacle to the unification of central Livermore. However, economic conditions in the region, the declining role of downtown and related land use factors have resulted in portions of the area remaining vacant with little prospect of immediate development. Regional trends indicate that commercial retail development of the Superblock would be feasible only in time, and under certain conditions. The City will have to work steadfastly to create these favorable conditions.

LAND USE CONDITIONS. A variety of land use factors affect the development potential of the site. The Superblock is the central piece of the puzzle made up of all properties from P to L Streets, and from Chestnut to First Streets, these parcels represent the middle of downtown Livermore, and form a fragmented land use pattern.

THE SETTING. Before any new land uses can be established on the Superblock, the setting of the site would have to be improved. This setting has to be satisfactory from two points-of-view: 1) The City wishes to bring about the most beneficial long-range use of the parcels and 2) the developers must be assured that the site has advantages over other potential development sites. The combination of these two points-of-view must be regarded as the desirable setting for new development on this central site.

The Livermore Redevelopment Agency has acquired this area for redevelopment. A 210-unit apartment complex on 7+/- acres was completed in 1989. A small (16,000 square feet) commercial center located at the southeast corner of P Street and Railroad Avenue was also completed in 1988. The 2 acres located at the southwest corner of L Street and Railroad Avenue remain vacant. The Redevelopment Agency is actively pursuing the development of a small commercial center on this site.

As it stands, the site has many positive qualities including central location, good accessibility, large, flat land area, utility systems, no encumbrances, opportunity to establish a "theme" and character of development, and supportive community redevelopment program. Less favorable conditions concern the existing setting of adja-

cent parking lots, backside of commercial buildings, and mixed commercial character of the larger, 19.6 acre "Superblock" of which the site is a part.

DEVELOPMENT CONCEPT. A land use program for the development of the Superblock must logically serve a role that is complementary, rather than competitive with the surrounding land use pattern of downtown. Appropriate uses include small to medium retail commercial centers and urban housing.

Urban Housing Approach. A concept which would make best use of the parcel as a complementary part of the present urban fabric envisions development of a more modest scale. This approach has created an urban housing development with small commercial centers facing L and P Streets.

RECOMMENDED ACTION PROGRAM. Considering the important role which this extensive development would have on downtown Livermore, it will be advisable to plan for the appropriate interface between the Superblock and the related portion of First Street. Redevelopment of parcels beyond the Superblock to the south could build on the values that an improved First Street would represent, and would reinforce the status of downtown Livermore as a desirable place to reside. Each of the proposed items is discussed below:

1. Interim Uses. It would be in the City's best interest to put the Superblock "to work" before it will be ready for an appropriate, long-range use. Criteria for determining potential interim uses are: Complementary to the surrounding downtown environment; inexpensive to implement; can be amortized within a decade; not involve long-range commitments to user/operators; be of beneficial effect on the surrounding environment; enhance the property and the related streetscape; and be in keeping with objectives of the Core Area Revitalization Program.

Interim uses which would be desirable include a produce market, long-term (employee/merchant) parking, and a turf park designed for active and passive uses. A produce market (farmers' market) would conveniently complement the adjacent commercial services, and - combined with a flower mart - might become a colorful, lively part of the downtown environment. Employee/merchant parking could free up a substantial number of parking spaces for customers' use in the immediate vicinity of commercial establishments. A simple, open park would not only serve recreational needs, but would also enhance the area. In response to yet unforeseen needs and opportunities, the downtown community would be capable of finding other appropriate interim uses before

the market is ready for long-term redevelopment of the Superblock.

2. Development Planning Program. Plan and promote the long-range use of the Superblock and related lands, and establish appropriate zoning, development controls and design guidelines.

Discussion of alternative, long-term urban uses of the Superblock have led to the conclusion that it would not be in the City's best interest to commit the site to additional "community shopping" uses. With Alpha Beta Square, Safeway Center, Depot Plaza and K Mart, Livermore appears to be amply served with these uses. The Core Area would benefit most from development, which generates added purchasing power within downtown Livermore. Urban uses should be considered, which combine shopping and employment opportunities with urban housing. Ideally these uses would respond to the following land use objectives:

- Achieve co-operative development actions by the private sector which will fully utilize urbanland resources.
- Provide for public re-capture of values generated by public investment.
- Achieve an equitable distribution of area-wide development costs.

The chief advantage of such a mixed use development would be represented by the balanced, "24 hour" use which the jobs and residency will affect.

3. Improvement Program. Undertake a systematic improvement program with the intent to enhance the development potential of the Superblock. Elements of such an improvement program would include enhancement of the right-of-way of Railroad Avenue with suitable landscaping and redevelopment of the former "Tubbsville" site.

CONCLUSION. A three-prong action program is recommended:

1. Establish a feasible improvement program for the Superblock and its setting, in

collaboration with other City agencies.

2. Identify alternate means of putting to use parts of the Superblock at the earliest possible date; give priority to those uses which meet the conditions listed above.
3. Establish the necessary legal controls and process for guiding development in the area. Consider designation of the block as a "holding" zone in the interim. Coordinate parallel courses of action, and mold each of them in light of facts uncovered and lessons learned. Establish a set of goals in relation to a realistic timeline, and monitor the program and its accomplishments on a regular basis. Feel free to reassess goals and to shape program in response to new conditions, in view of changing needs.

OLD EAST FIRST RESIDENTIAL DEVELOPMENT AREA

The Old East First Street corridor (Area 4) from the eastern most limit of the redevelopment area to the intersection of Railroad Avenue and South Livermore encompasses an area of open yard storage, industrial and commercial uses and vacant lands. This under-utilized district offers an ideal opportunity to accomplish significant new redevelopment while removing a blighting influence to the image and character of downtown Livermore.

The area is well suited to redevelopment as a mixed-use downtown neighborhood featuring multi-family housing serving a variety of household needs.

Supported by the City's tradition of higher density housing (ranging from 9 to 16 units per gross acre) in the western portion of the downtown, a range of densities could be promoted for this eastern flank. Higher densities (20 to 30 units per acre) may also be encouraged.

If implemented in the near-term this program could have a great impact on revitalization by eliminating visually degrading influences and land uses which contribute little to the economic life of downtown and are best suited to other industrial zone lands. The program would renovate the eastern face of the Core Area and should provide a visually cohesive image under an accelerated in-fill program. By contributing new population to the downtown trade area, the market for neighborhood level convenience goods, as well as specialty retail services, would be strengthened.

ACTION PROGRAM. The following actions are needed to implement this program:

1. The designated redevelopment area should be rezoned to include high density residential development under planned unit development provisions. A minimum density of 9-16 units per acre should be adopted and higher densities from 20 to 30 units per acre encouraged. Designation of areas for residential development should consider land use compatibility, coordination of circulation needs, and enhancement of the area as an entry point to the downtown.
2. A high priority should be given to needed public improvements in the area, particularly to the widening of Railroad Avenue and related traffic improvements. A new alignment for Junction Avenue should be

developed (or the connection abandoned) to improve parcelization.

3. A program of publicly-assisted land assembly and acquisition should be undertaken which gives highest priority to the parcels which are not in active use or are the most blighting.
4. Existing retail and commercial service uses should be encouraged to be retained and rehabilitated, where feasible, to enhance this area as an entry point to Downtown Livermore. Should relocation be required, it should occur within existing or proposed commercial centers or the Old Core, depending upon the land use type.
5. A detailed redevelopment plan for residential reuse and phasing should be developed by the City to ensure compatibility between residential and commercial development. Implementation under the planned unit development provisions should include guidelines for noise mitigation, coordination of circulation needs, design considerations and the means for strengthening the interconnections of this new neighborhood to surrounding neighborhoods and to the downtown.

TRANSITION NEIGHBORHOOD PROGRAM

Two of the very early neighborhoods of the City, represented by subarea five, in the vicinity of "M" to "P" Street and Second to Fourth, and subarea six along the northern boundary of the railroad west of North Livermore Avenue, contain a variety of older single-family cottages, vacant lots and encroaching commercial and service office uses.

Area 5 has strong commercial edges along the half block portions facing "L" Street and First Street and some service offices along Fourth. The internal streets within this district including "M" "O" and "P" Streets and from Second to Fourth, are conducive to private land assembly and reconstruction of higher density housing over the long term. The trend toward conversion of residential homes to professional offices also represents a positive land use component of the downtown, although most of the market for this type of use is expected to be absorbed as part of the Old Core revitalization program. Higher density residential development should be encouraged, especially as evolving land use conditions may weaken the commercial strip along First Street from "P" to "L" Street and present opportunities for mixed high density residential and commercial use in the future.

Area 6 contains a number of modest yet distinguished cottages mixed with commercial service and retail uses. Over the long term, land market forces may generate demand for intensification of this area especially for residential or office use with some mixed commercial.

Regarding both sub-areas 5 and 6, the following actions are recommended:

1. In area 5, commercial zoning should be retained for the blocks between "M" and "L" Streets and along First Street, but should be phased out in other blocks in favor of higher density residential use with professional and service offices permitted.
2. In area 6, rezoning should be provided which permits a mixture of possible future land uses including high density residential housing, office and neighborhood commercial.

PROTECTED EXISTING NEIGHBORHOODS

Two stable, single-family residential neighborhoods (areas 7 and 8) occupy south-eastern and southwestern boundaries of the redevelopment area and partially include commercial zoning and uses.

Area 7 includes a mixture of single-family one-story and two-story homes and multi-family units. Evidence of private rehabilitation shows that the area is upgrading. Although some of the residential buildings in the commercially zoned portions of this neighborhood might be attractive to conversion to professional offices, there does not appear to be sufficient market for this use in this area to warrant further encroachment of commercial or office uses.

Recommended action for Area 7 includes strengthening the residential character of this neighborhood by rezoning to residential use to support the improving character of the area.

Area 8 west of P Street represents a mature, attractive single-family neighborhood which contributes to a positive downtown image. Residential zoning should be maintained and any efforts to obtain variances to the permitted residential use should be discouraged as a means of maintaining the high quality character of this neighborhood.

EXISTING COMMUNITY COMMERCIAL/MEDICAL CENTER (AREA 9). This area, located on the western end of the downtown area, includes four major shopping centers, small retail/service commercial business, Valley Memorial Hospital and medical offices and provides community-wide support services and businesses. Continued development of this area enhances and compliments the downtown shopping area. Development of the 12 acres located north of Stanley Boulevard and east of Murrieta Boulevard should continue to provide community-wide shopping and potentially a transit node between local bus service and light rail transit.

RESIDENTIAL NEIGHBORHOOD CONSERVATION AND REHA-
BILITATION

The older neighborhoods north and south of the downtown (Area 10) have a special character and charm which contribute greatly to the small town feeling of central Livermore and to its character as a "wine country village". Further nonresidential conversions of these neighborhoods should be discouraged through amendments to the zoning ordinance. A program of neighborhood conservation and building rehabilitation should be promoted.

THIS PAGE LEFT INTENTIONALLY BLANK

THIS PAGE LEFT INTENTIONALLY BLANK

THIS PAGE LEFT INTENTIONALLY BLANK

5



SUPPORTING TRAFFIC CIRCULATION POLICIES AND PROGRAMS



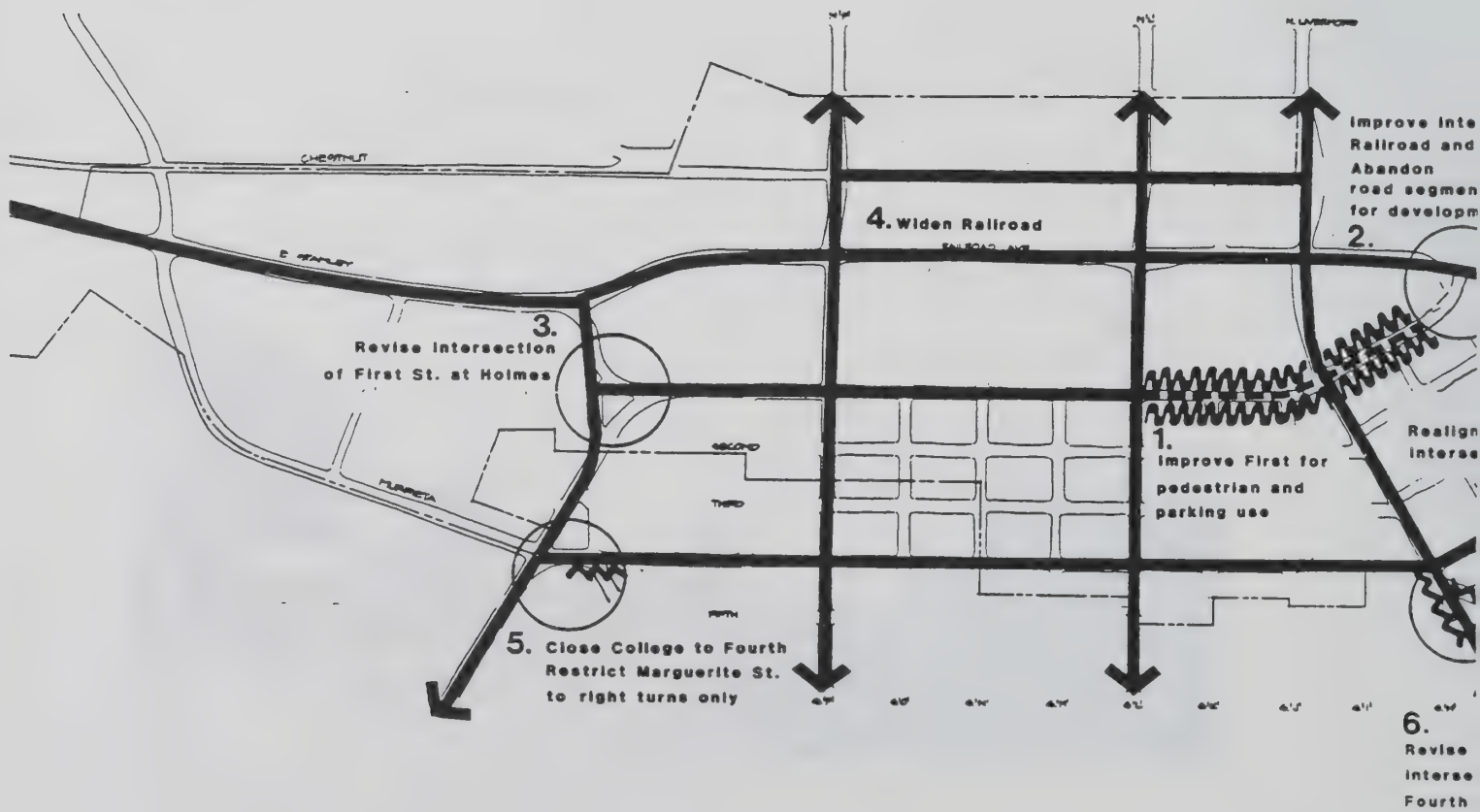
TRAFFIC CIRCULATION
FRAMEWORK



SHOPPING STREET PARKING
AND PEDESTRIAN
ENHANCEMENT



CLOSED STREET



TRAFFIC CIRCULATION FRAMEWORK

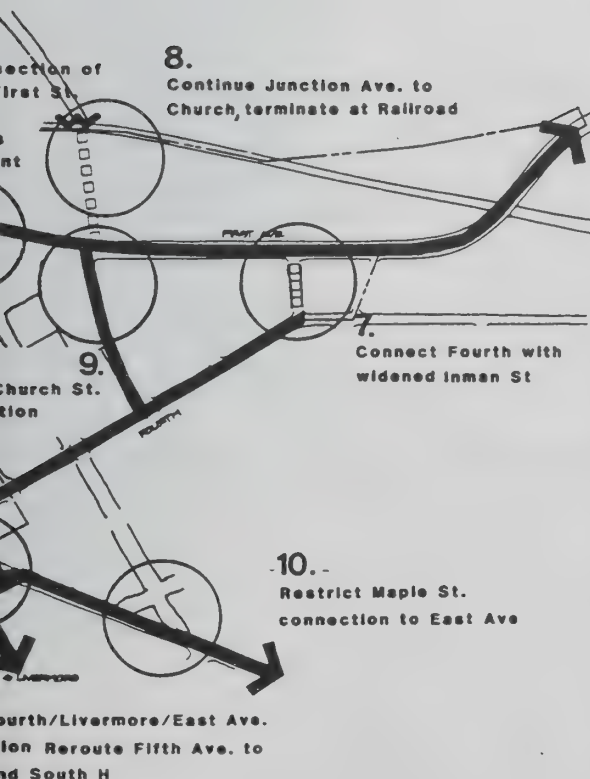
INTRODUCTION

Two planning needs shape the program for revising the downtown circulation framework. While the downtown potentially benefits from its central location at the convergence of major north-south, east-west roadways of the City, the fact that State Highway 84 bisects the downtown and brings with it a heavy load of east and west-bound truck traffic represents a negative blighting influence. This factor constrains and conflicts with revitalization. The highest priority must be given to those steps required to change the status of First Street from a State Highway and truck traffic route to a vital downtown, pedestrian non-truck street.

The diagram indicates the framework proposed to accomplish traffic circulation objectives. Under this system, east-west through traffic would be emphasized on Railroad and Fourth Avenues. First Street could continue to serve as a major collector from Holmes to "L" Street, but at that point, through-traffic would be encouraged to divert to either Fourth or Railroad Avenue.

This change would allow the Core Area to be defined as a quadrant formed by the circulation components of "L" and South Livermore in the north-south direction and Railroad and Fourth Avenue in the east-west direction. The Old Core Area could then function as a destination shopping district for which a single automobile trip could serve many functions. By creating a very compact, pedestrian oriented shopping and community environment, the public would be invited to make one parking trip minimizing the need to move and repark the car for other visit needs.

In order to accomplish these objectives a number of actions are required to initiate the truck rerouting and State Highway redesignation process and implement the needed traffic changes over time. It is anticipated that this program



would have minimal effect on traffic circulation at today's levels and could improve conditions if certain elements of the program are implemented sooner. A series of mitigations and improvements may be needed over the long-term as growth occurs City-wide, as well as in the downtown, which will increase the traffic burden on these major arterials. A discussion of each of these supporting policies and principals is provided below.

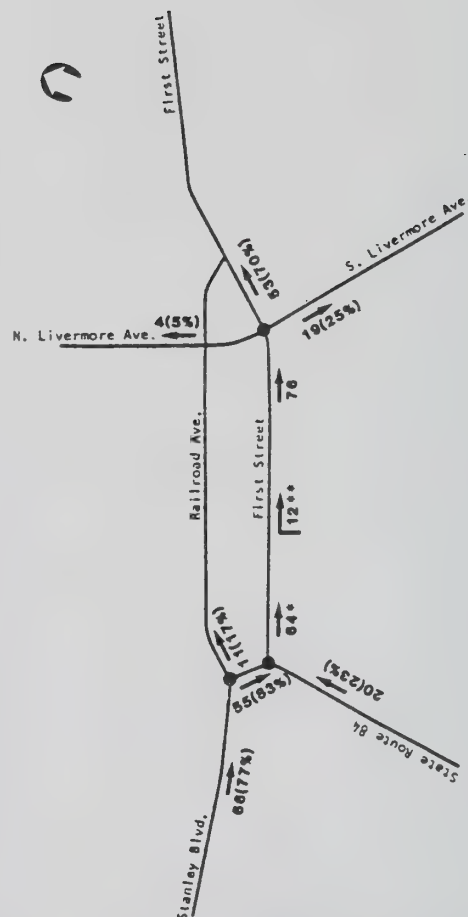
STATE HIGHWAY REDESIGNATION AND TRUCK TRAFFIC DIVERSION PROGRAM

The large volume of truck traffic moving through downtown Livermore on First Street represents a major impediment to Core Area revitalization. The maintenance of State Highway 84 through the downtown encourages the present high level of truck volume (originating to the southwest of Livermore to destinations east of the City via the easterly connection to Highway 580).

The California Department of Transportation (Cal Trans) previously had an unimplemented plan to construct a new freeway over the existing Isabel Street alignment and to extend the designation of Highway 84 to a new intersection with Highway 580. The City's current plan to construct improvements to Isabel Street and construct the necessary "Kittyhawk" interchange at I-580 to serve development of its industrial lands will be funded through industrial developer contributions. The implementation of this plan, projected to take place within the next three-to-five years now makes possible the full redesignation of State Highway 84 as a direct connection to Interstate 580 and achievement of a permanent bypass for through truck traffic from the City and the downtown.

Although a final solution to the diversion of trucks from downtown Livermore may take as long as five years to accomplish, an interim rerouting solution is necessary to remove trucks from the most sensitive portion of the downtown revitalization program. Before discussing this program it is essential to understand the truck movements in the Livermore area, and particularly their origins, destinations and types.

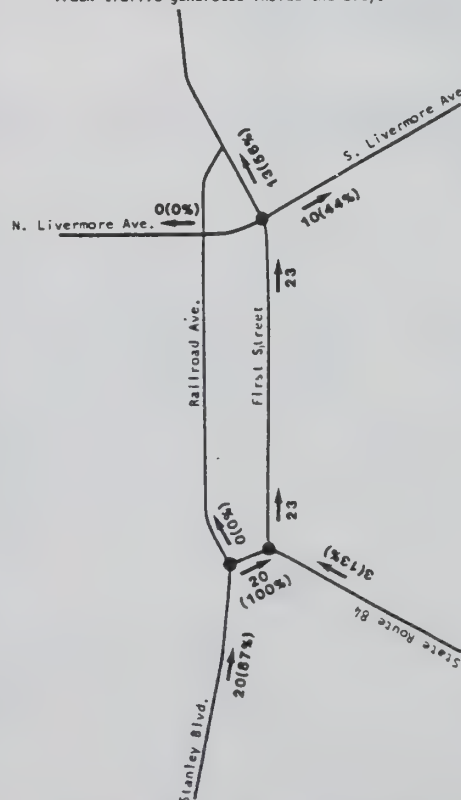
DKS Associates conducted a field survey on July 27, 1983, for a period of three hours (9:00 AM - 12:00 Noon). The objective of the survey was to: 1) identify the origins of trucks arriving



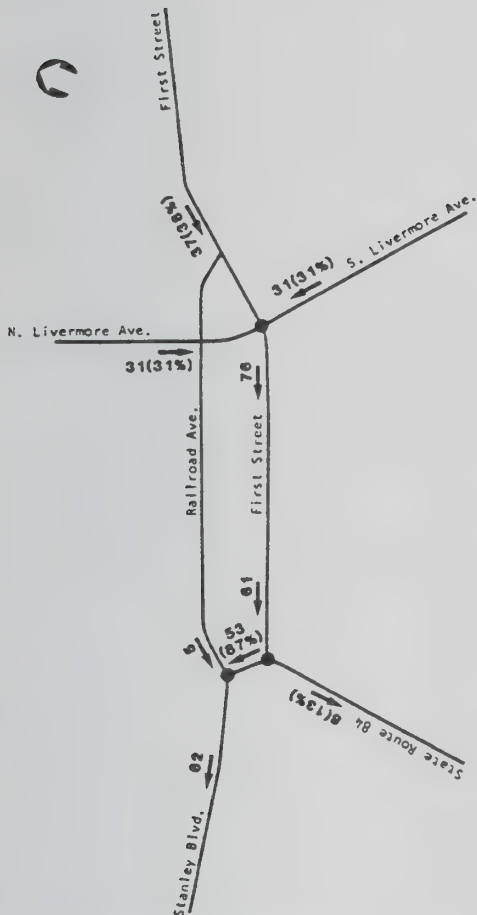
EASTBOUND TRUCK MOVEMENTS

Legend:

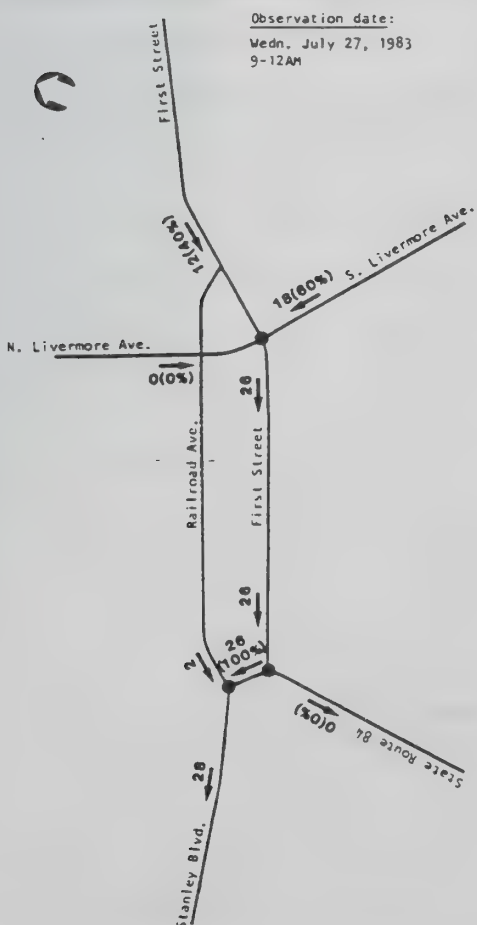
- Observation Points
- * Some of the trucks approaching the intersection did not proceed to First Street
- ** Truck traffic generated inside the city.



EASTBOUND GRAVEL TRUCK MOVEMENTS



WESTBOUND TRUCK MOVEMENTS



WESTBOUND GRAVEL TRUCK MOVEMENTS

to West Livermore, primarily from Stanley Boulevard and State Highway 84; 2) to obtain an understanding of classifications of these trucks (two major types: gravel trucks and others); and 3) to understand possible destinations and ways they distribute, after they leave downtown Livermore. For this purpose, three observation sites were selected: 1) intersection of Stanley Boulevard and Railroad Avenue; 2) intersection of Stanley Boulevard and First Street; and 3) intersection of First Street and Livermore Avenue.

Gravel trucks were identified as those associated in any way with gravel or cement companies. All other trucks were counted separately. The survey did not include pick-ups and other small size trucks. The survey was performed for both eastbound and westbound directions. The following are the major results of this survey:

1. Seventy-seven percent of all eastbound trucks approached downtown Livermore on Stanley Boulevard. The remaining 23 percent were from State Route 84. Of all the gravel trucks, 87 percent came from Stanley Boulevard and the remaining 13 percent from State Highway 84.
2. Of the trucks approaching from Stanley Boulevard, 83 percent continued on to First Street and only 17 percent took the Railroad Avenue turnoff. All the gravel trucks on Stanley Boulevard continued onto First Street.
3. Of all the eastbound trucks on First Street approaching the intersection of First Street and Livermore Avenue, 70 percent continued on First, 25 percent turned to South Livermore Avenue and only 5 percent went to North Livermore Avenue. Of all the gravel trucks on First Street, 56 percent continued on First Street, 44 percent turned on South Livermore Avenue and none went up North Livermore Avenue.
4. Of all the westbound trucks approaching the intersection of Livermore Avenue and First Street, 31 percent came from North Livermore Avenue, 38 percent from First Street, and 31 percent from South Livermore Avenue. Of all the westbound gravel trucks, 40 percent came on First Street, 60 percent from South Livermore and none from North Livermore.
5. Eighty-seven percent of all the westbound trucks on First Street approaching Stanley

Boulevard and State Highway 84 continued onto Stanley, and only 13 percent proceeded to State Highway 84.

All of the gravel trucks on First Street approaching Stanley Boulevard and State Highway 84 continued on Stanley, and none to State Highway 84.

Table 6 shows the average annual daily traffic for all vehicles, and for trucks on selected segments of State Highway 84. This segment is from the junction of State 84 and State 238 to the junction of State 84 and Interstate 580. As evident from this table, the number of trucks decreases past the junction of I-680, indicating that a large percentage of them currently use I-680. However, at the junction of Route 84 with Stanley Boulevard there is an increase of 250 percent in the number of trucks; indicating large volume of the trucks that merge onto State Highway 84 from Stanley Boulevard.

Table 6 ANNUAL AVERAGE DAILY TRUCK TRAFFIC FOR SELECTED
SEGMENTS OF STATE HIGHWAY 84

Location	Vehicle AADT (Total)	Truck AADT (Total)	Truck Percent Total Vehicles	Truck AADT Total and Percentage by Axle				
				2	3	4	5+	
SH 84 @ S. Rt. 238	21,000	819	3.9	420 (51.3)	231 (28.2)	11 (1.3)	157 (19.2)	
SH 84 @ N. Rt. 238	13,100	1,152	8.8	338 (29.3)	84 (7.3)	26 (2.3)	704 (61.1)	
SH 84 @ S. Rt. 680	4,300	464	10.8	180 (38.9)	76 (16.4)	6 (1.2)	202 (43.5)	
SH 84 @ N. Rt. 680	9,000	180	2.0	152 (84.5)	12 (6.6)	2 (1.2)	14 (7.7)	
SH 84 @ Stanley Blvd.	14,800	458	3.1	218 (47.5)	90 (19.7)	48 (10.5)	102 (22.3)	
SH 84 @ Rt. 580	14,800	651	4.3	446 (68.5)	69 (10.6)	16 (2.4)	120 (18.5)	

SOURCE: Annual Average Daily Truck Traffic on the California Highway System
- 1982 Traffic, State of California, Department of Transportation, June 1983.

These data and surveys point to the fact that 1) the majority (77 percent) of trucks going through downtown Livermore come via Stanley Boulevard; 2) thirty percent of all these trucks are related to gravel or cement companies (which could indicate their general origins to be in the Pleasanton area, where gravel quarries are located); and 3) the majority of the trucks, and all of the gravel trucks, use First Street as the primary access road to pass through the City of Livermore. The destinations of these trucks is not known.

A potential short-term solution to the problem of truck traffic through downtown Livermore is to divert them to a more suitable route, which should provide adequate access and physical characteristics for their movements. Railroad Avenue, which runs parallel and to the north of First Street could best serve as this alternate route. The portion of Railroad Avenue between "L" and "P" would need to be upgraded to conform to the four lane standards being established along Railroad.

To implement the redesignation of State Highway 84 to the proposed Isabel Expressway, the City of Livermore would have to submit a traffic study projecting future traffic volumes, and determining the proposed number of lanes and planned capacity of the expressway facility. The results of this study would be reviewed by Caltrans, and a decision on redesignation would be made. As such, no pre-set standards or criteria exist that would govern the redesignation issue.

To implement the diversion of trucks from First Street to Railroad Avenue, the City of Livermore has the jurisdiction to limit the truck traffic on its streets, according to Sections 35701 (a), (b), and (c) of the California Vehicle Code. These Sections provide:

"Any City may by ordinance prohibit the use of a street by a commercial vehicle or one exceeding a maximum gross weight limit . . ."

"The Cities ordinance would be effective when appropriate signs are erected indicating the streets affected by the ordinance . . ."

"It should be noted that the ordinance would not apply to any state highway which is included in the national system of interstate and defense highways . . ."

Section 35702 of the Vehicle Code stipulates that ordinance proposed under Section 35701 is effective with respect to any highway which is not under the exclusive jurisdiction of the local authority enacting the ordinance. In submitting a proposed ordinance to Caltrans for approval, the City of Livermore must designate, an alternate route for the restricted vehicles. The approval of the proposed ordinance by the Department of Transportation Caltrans shall constitute an approval by it of the alternate route.

It should be noted that the above kinds of ordinances are not common, and there are no preset standards or criteria set by Caltrans, except the provision that an alternate route must be made.

Action Program. In order to limit or restrict truck movement on selected streets in the City of Livermore, the following procedure should be followed:

1. The City of Livermore should pass an ordinance for limiting the truck movements on the street they desire. The ordinance should specify the weight limits imposed on the trucks.
2. The ordinance should specify what provisions are being made for a designated alternate route. This alternate route should be suitable for truck movements; as far as structural widths and turning radii are concerned.
3. The ordinance should have a supporting document, consisting primarily of a map depicting the existing truck route, and the alternate route, including lane widths, dimensions, turning radii, pavement conditions and other information.
4. The ordinance should be submitted to Caltrans in accordance with Section 35702 of the Vehicle Code. Subsequent to this submittal, Caltrans will evaluate the ordinance and the proposed alternate route and make a decision.

CIRCULATION SYSTEM IMPROVEMENT PROGRAM

The downtown traffic circulation framework shown in Diagram 2 will require a series of improvements and mitigations to accommodate increasing traffic levels and accomplish the objectives of the downtown plan. These actions are identified for further study and are based on the functional assessment of the circulation framework only. Further consideration of traffic origin and destination, and forecasts of traffic volumes as compared to capacity of existing roadways is needed to determine the actual need, timing and design requirements for these improvements. However, some improvements, such as the redesign of the Railroad Avenue/First Avenue intersection, are clearly needed in the short term. The following discusses each of the improvements shown on Diagram 2.

1. Improve First Street for Pedestrian and Parking Use -- The redesign of First Street represents a primary objective of the revitalization plan and mandates revisions to the circulation system. A detailed discussion of these provisions is provided in the Old Core Area Plan, Chapter 3.

2. Redesign Intersection of Railroad and First Street. A new "T" intersection at the junction of First and Railroad is needed to facilitate the use of the avenue as an East-West through traffic artery. Development of Railroad Avenue to serve this purpose has already been initiated by the recent revisions to the intersection of Stanley at Holmes. This project should be accomplished at the earliest possible date to facilitate diversion of truck traffic to Railroad Avenue and the redevelopment of the East First Street corridor for residential use. As part of the intersection redesign, the portion of Maple Street from Second to First could be abandoned as well as Second from Maple to First to provide for improved parcel configuration, local traffic flow, and residential redevelopment of the south side of First Street.

3. Revise Intersection of First Street at Holmes. The greater traffic emphasis of the connection of Holmes to Stanley may create conflicts with lefthand turning movements from Holmes due to increased westerly traffic on First. Should this problem require attention in the future, one solution would be to revise the First Street/Holmes intersection as a direct

"T" connection. This revision could allow expansion of the small mini-park at that intersection to the southeast on a portion of land now in roadway.

4. Widen Railroad Avenue. Railroad Avenue between P and L is not currently improved to the arterial roadway standards of the City. Curb and gutter improvements are in place on the north side of the street toward P Street; further development of the roadway will be required to keep pace with increased traffic levels. It may be desirable to consider this improvement in conjunction with some "interim spruce up" of the Superblock; however, it would be advisable to time these improvements with the completion of the Kittyhawk interchange on I-580, which will allow the diversion of through traffic from the downtown and avoid the wear of heavy trucks.

5. Close College to 4th and Restrict Marguerite Street to Right Turns Only on Fourth Avenue. It is envisioned that these minor improvements might be required in the future should traffic levels on Holmes and Fourth conflict with turning movements from these local residential streets.

6. Revise Fourth/Livermore/East Avenue Intersection. The awkward confluence of South Livermore, Fourth, Fifth, "H" and East Avenue creates conflicts between north-south and east-west traffic movements. These problems are managed today through intersection signalization which produces some traffic flow delay due to closely spaced signals on Fourth and East Avenue. In the future, traffic volumes may require circulation revisions to the roadway system in this area to mitigate these problems. A possible solution will be to reduce the number of roads which enter into this complex intersection from eight to five, or possibly four, and to extend the left turn stacking land for movements from South Livermore onto East Livermore. This would call for closing H Street at South Livermore and Fifth at Livermore onto East Livermore. This would call for closing H Street at South Livermore and Fifth at Livermore requiring eastbound through traffic on Fifth to reroute to Fourth Street or down to Sixth.

East Avenue at South Livermore would be closed and routed onto the short block of Fifth which forms a "T" intersection at South Livermore. This would allow eastbound traffic on Fourth to

make a right-hand turn onto South Livermore, thence to an extended lefthand turning lane to resume eastward onto East Avenue. If analysis established that this turning lane was insufficient for the projected peak hour traffic, this portion of Fifth could also be closed and a "T" Intersection at Sixth could be established as the major connection to East Avenue. The resulting intersection of Fourth and South Livermore would become a four-way intersection allowing north-eastbound traffic on Fourth to proceed directly across South Livermore.

7. Improve Connection Fourth Avenue to First Street. The extent to which traffic levels will increase on Fourth Avenue, especially from South Livermore is unknown. However, in the future should increased traffic levels require an improved connection from Fourth to First through Inman Street, this short road segment should be widened to improve road capacity at this point.

8. Junction Avenue Connection to First Street. The north-south connection of Junction Avenue currently crosses the railroad tracks and then down old East First Street to a "T" intersection with First. As part of the residential redevelopment program for the East First corridor, it will be desirable to reevaluate: a) the need to maintain the connection of Junction Avenue through First Street or, b) if this roadway can be abandoned through this area all together.

If it is deemed desirable to maintain this connection, a new alignment is recommended to improve parcelization and provide for more efficient land utilization. A new alignment of Junction Avenue could proceed to a more direct, straight right-angled intersection with East First aligned with a new intersection with Church Street to the South.

9. The realignment of a new Church Street intersection would allow for a direct thorough connection across East First Street to Church and then southerly on Maple to East Avenue.

10. Another minor traffic improvement which relates to East Avenue could be considered which would restrict the existing connection of Maple to East Avenue to protect the residential areas north of East Avenue and east of Livermore by closing one of the two closely spaced intersections of 6th and Maple at East Avenue.

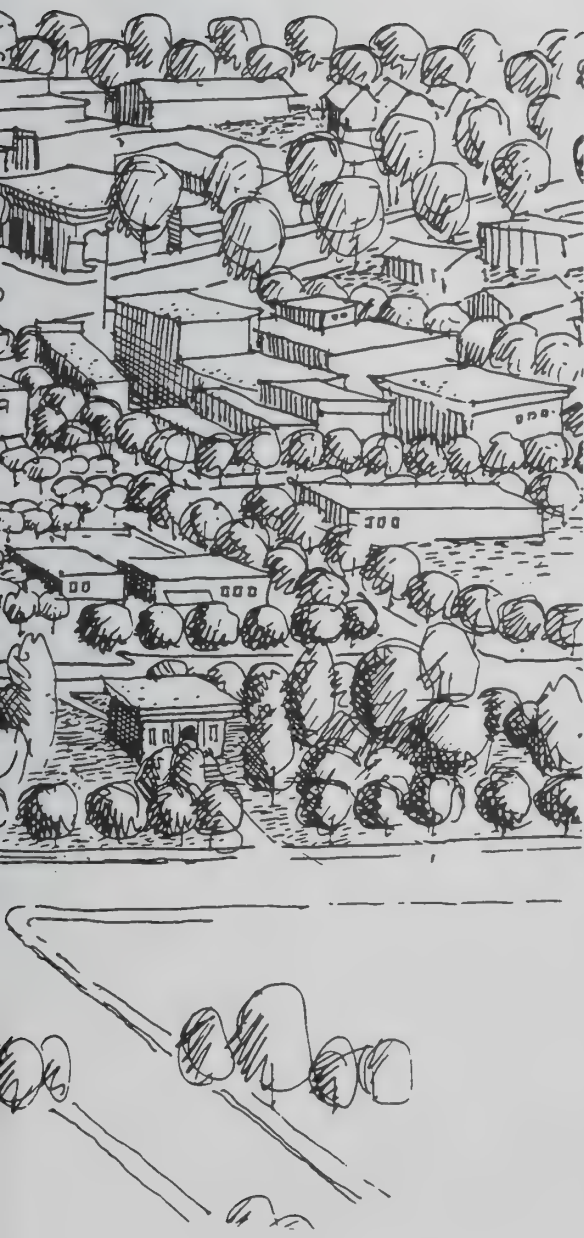
This page left intentionally blank.

6



SUPPORTING DOWNTOWN URBAN DESIGN POLICIES





INTRODUCTION

Livermore's history as an older small town and its future as a growing dynamic City offer a mixture of images it can cultivate to represent its character and identity. Urban design policies for shaping the community's image should allow for a diversity of images to be maintained in a well ordered, harmonious pattern which includes those small town images associated with a wine country atmosphere. The visual framework provided by the unifying street grid of the original town center provides the basic order and sense of place for a "wine country" setting, yet for other parts of the downtown this look would be contrived.

Rather than imposing a single unifying aesthetic element over the whole downtown, a district approach is recommended which encourages visual distinction from subarea to subarea. While a diversity of images should occupy the downtown landscape, within each district, uniform images and forms should be promoted through detailed guidelines regarding building scale, setback, landscaping, and the conservation of existing qualities and values.

Supporting urban design policies are provided for those areas in which long term redevelopment and reconstruction are envisioned. This program builds on past community beautification efforts which enhanced various vista points and development "pocket" parks at key intersections. No recommendations are made for the newer, western portion of the City where road improvements and extensive landscaping have contributed a strong image to that area. Continued design review will be required to emphasize the importance of the western gateway at Murietta and Stanley, and the continued enhancement of these entrance roads will be required as development continues. Supporting urban design policies and programs for the downtown streetscape, major approaches and intersections, focal buildings and places,

special street beautification needs, and a visitor signage and directional system are shown in diagram 2.

DOWNTOWN STREETSCAPE POLICIES

Due to the generally low profile of the existing City and the moderately-scaled development which is expected in the future, the urban design framework emphasizes the role which landscape elements can play in enhancing community form and appearance. The identity of the Core Area and its orientation for travelers can be greatly enhanced by a reference system of street tree design, street lighting, and landscaping.

The Streetscape program is intended to provide a hierarchial scale and image for the downtown streetscape which unites the various districts, yet gives special distinction to the Old Core Area. The following elements are recommended:

1. Downtown Streetscape Element. Street trees and lighting elements are intended to enhance the scale of the downtown roadway framework and form boundaries for subareas. The most appropriate trees (i.e., sycamore, elm, cottonwood, locust, tulip trees) are broad-headed deciduous trees reaching a mature height of 40 to 60 feet and creating a scale and sense of enclosure of 1 to 1.5 times the distance to the middle of the street. A standard spacing (approximately 30' from each other) should be followed to allow for interplanting where existing trees are found (such as on First Street), but which can be followed throughout all designated streets. A single type of light fixture approximately, 25 to 30 feet high, should be used for this zone to compliment the trees.

2. Old Core Area Streetscape Policies. A full, round-headed tree should be selected (i.e., carob, ash, zelkova, mulberry, linden trees) which will reach a height of twenty to thirty feet spaced approximately 20' apart, to create a dense lush feeling and a strong sense of enclosure for Core Area streets. The lighting in this zone should be on distinctive old-fashioned standards which are 15 to 20 feet in height. (See Core Area program.)

3. Mall and Walkway Elements. For internal pedestrian areas, the ground plane should be emphasized with low-growing plants, flowering elements, as well as low-level lighting, and light poles of approximately 10 to 12' in height

to emphasize the pedestrian scale of the area. The trees in this zone should set it apart by providing either a distinct height or color which gives legibility to the inner pedestrian zone and distinguishes it from the Old Core Area.

MAJOR APPROACHES AND INTERSECTION POLICIES

Adjoining development at the major approaches to the downtown at Murietta and Stanley, Holmes and Fourth, South Livermore and East Avenue, North Livermore and Chestnut, "L" Street at Chestnut and at Fourth and "P" Street at Chestnut and Fourth, will require careful attention to ensure compatibility with the role these areas serve as gateways to the downtown. The special features that distinguish each one of these areas, such as the backdrop formed by the wooded hillside off of Stanley and Murietta; the focal view of the flagpole at First and South Livermore provided at the North Livermore/Chestnut gateway; the overview of the entire downtown afforded on the East First Street overpass approach; all need to be enhanced. In some cases, the special attention given to these intersections and entry points by past programs (i.e., the mini-park provided at Fourth, South Livermore and East Avenue) provides a successful model.

FOCAL LANDMARK BUILDINGS AND PLACES

Throughout the City, especially in the Old Core Area, a number of distinguished buildings possess strong architectural or historical interest, and can be viewed as focal landmarks from various vantage points. These include the Old Carnegie Library, the Schenone, the old Bank of Italy, the U.S. Post Office on South Livermore, First Presbyterian on Fourth and "L", St. Michael's Church (which is outside the downtown on Maple Street, but forms an attractive eastward focus for Third), the old Depot Station building and others. Special treatment should be given to highlighting and maintaining these buildings, as demonstrated by the attractive painting of the post office, which has already contributed to an improved image for the downtown. Further "spruce-up" and restoration efforts should be made early in the revitalization process to benefit the broad visual appeal of the downtown.

Other buildings, such as the existing Municipal Court building on South Livermore, a major focus

Livermore, lack the architectural qualities which are desirable for so key a location. Over the long term, a stronger architectural statement should be encouraged for this and similar sites.

SPECIAL STREET BEAUTIFICATION

Over time, the street tree program will greatly improve the visual qualities of downtown. However, additional landscaping along the frontage of two roadways should be encouraged to improve and remake the visual appearance.

First Street, from "P" to "L", has a strong visual image provided by the prominent "Coolie Hat" street lights and median improvements. Replacement of these street lights under Downtown Streetscape treatment policies will subdue the scale of the street to one more in keeping with other downtown streets.

In the future, the process of private development and reuse may permit the dedication of additional landscape frontage along the street which can alter the heavily auto oriented character of this portion of the roadway.

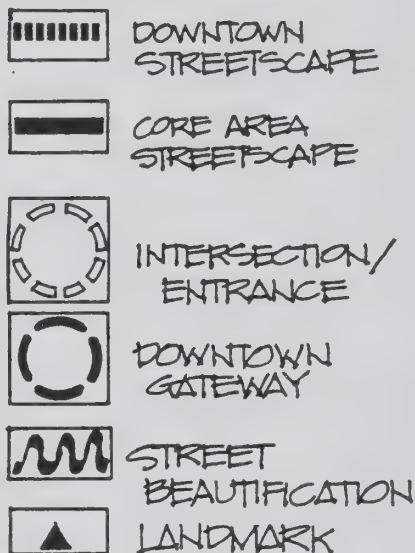
The East First Street area, east of the intersection of Railroad and First, will also require special emphasis to overcome its existing highway-oriented appearance. Development of street trees and requirements for a strong landscaped building frontage along both sides of this street would offset the potentially negative aspects of this and promote a strong entry experience to the downtown.

VISITOR SIGNAGE AND DIRECTIONAL SYSTEM

For visitors travelling through the Livermore Valley, there is little sense of the location of downtown Livermore and the relationship of the downtown to the valley's wine country. A signage system for the downtown, coordinated with directions offered from Interstate 580 would greatly increase the regional legibility of this wine country, the central place of downtown and promote greater visitor patronage.

The signage system should be coordinated with the development of a wine visitor center preferably on South Livermore near the hub of the Old Core Area.

Streetscape Framework



This page left intentionally blank.

7



IMPLEMENTATION APPROACH

ORGANIZATION FOR JOINT PUBLIC/PRIVATE ACTION

The implementation of the downtown improvements and actions will emerge as the most creative activity of the revitalization process. Neither the public nor private sector alone can provide the management and fiscal resources needed to implement a comprehensive revitalization program. Both sectors must work as a team to administer and coordinate the myriad procedures, agreements and activities required. Project funding support must be developed from existing and future public and private revenue sources to form a joint investment program.

The City's role in this partnership will require policy commitments to budget for the administration of the redevelopment process, establishment of the lines of communication and coordination, the assurance of a streamlined development review and permit application process, and firm commitments to public improvement programming.

The private sector must build a broad support base of merchants, business and citizens groups. By recognizing the community wide benefits that a downtown revitalization program can provide, a broad coalition should be formed to actively work together to undertake program elements.

While a number of examples of institutional mechanisms and contracts for joint venture partnerships and corporations for downtown action programs have been employed elsewhere, Livermore should seek to create mechanisms of its own as it gains experience in the redevelopment process. The following actions are recommended:

1. A Redevelopment Coordinator staff position should be created by the City to coordinate and administer day-to-day program and planning aspects of the redevelopment program. This staff person would work directly under the Redevelopment Director to provide continuous liaison with other City departments, citizen groups and other entities participating in downtown revitalization.
2. A project area office should be maintained in the downtown to provide staff presence. The Redevelopment Coordinator might split the work week between the downtown office and the Civic Center to be available to handle day-to-day questions and inquiries and maintain lines of communication. A possible arrangement would be

to establish an office in the new Chamber of Commerce building on First Street, as a highly visible and essential location close to the business community.

3. Investigate the possible roles and arrangements for profit and non profit revitalization corporations in the downtown area which could complement the Redevelopment Agency and provide a variety of integrated functions.

a) One might serve as a non-profit foundation supported by membership dues from the business community which could seek supplemental foundation and corporate funding channeled into public improvements, seed money, and other funding needs.

b) Another might serve as a type of venture capital group which develops special purpose planning, development, and financial packages for specific redevelopment projects.

Yet, a third entity might be responsible for continuing development of special public events and promotions which popularize and focus community attention on the public spaces of the downtown and encourage the cultural and social development of the Core Area much as many of the current successful programs of the Chamber of Commerce.

FINANCING SYSTEM AND FUNDING STRATEGY

Investments in public improvements will be needed both in the early stages and in the continuing phases of downtown development to promote the revitalization goals and policies of this plan. Public investments must be designed to be effective in the early years to lead the way and attract substantial public interest and private capital and the revitalization program. Strong public commitments will ensure that the prospects for continued new development will in turn generate the revenues needed to pay for public improvements. The public investment strategy should also guide private development decisions to ensure that these reinforce revitalization goals and achieve the desired downtown character and complement of business activities and land uses.

Public investments should be concentrated in the improvements to enhance the Core Area streetscape, provide pedestrian places and plazas, improve traffic circulation and parking, lease or construct new public buildings, and in outlays for redevelopment administration costs, possible land acquisition assembly costs, and in contributions to revolving funds such as might be utilized to promote a storefront improvement program.

Table 7-8 portrays a funding and phasing program for specific elements of the recommended urban design program. Possible local, state and federal sources of funds are indicated as well as priorities for the design and construction phasing of improvements over a ten-year development schedule. It is clear that while it would be desirable to accomplish many of these improvements in the initial phases of the program, the magnitude of annual costs which can actually be incurred will depend on public revenue strategies and the likelihood that a fluctuating annual revenue pattern will determine the actual timing of these improvements.

Once a downtown plan and the improvement policies have been adopted, the scheduling of specific sources of funds for each of these programs must become a continuing activity of the redevelopment process. Each of the possible sources of funds must be continually reviewed, evaluated in terms of sufficiency to cover anticipated short and long-term costs, and assessed as to probable availability throughout the programming period. Since many of these programs are available and in use by the City for programs outside the downtown, the continuing budget allocation process will require policy choices as to the share that the downtown may receive and the trade-offs which are desirable year-to-year between the downtown and other parts of the City.

Downtown development concurrently contributes substantial revenues to the City which should increase measurably as a result of the proposed revitalization program. Revenues derived from the downtown include: property and sales taxes, business license fees as well as a variety of other fees and taxes. The redevelopment agency was created in 1982 specifically to finance downtown improvements through the use of tax increment financing. While it is normally true that most downtown areas contribute to more revenue

of all types to the City than the City is required to spend within the area, the use of tax increment financing (TIF) allows the City to channel property tax revenues derived from the downtown directly into needed downtown improvements and administrative costs and thus, reduce budget competition with other areas and needs of the City.

The timing and phasing of public improvements will depend upon a funding strategy decision regarding whether tax increment funds are used to:

1. Fund public improvements directly; or
2. Finance the debt service on revenue bonds.

Tax increment funds can expect to be low in the early years of the program; however if the program is successful, these revenues will increase over time as a result of improved business conditions and assessed valuation.

One approach is for the City to adopt a policy which gives priority to the lowest cost public improvements which have the greatest initial impact and have a high visibility (such as on street parking and street tree development). Under this approach the redevelopment agency might schedule the more costly improvements in plazas, street, sidewalks, signals, street-lighting and the like according to a gradual pace which can be supported by gradually increasing TI funds and other sources of revenue.

A second approach would be to issue revenue bonds or tax allocation bonds based on revenues the City expects to receive in the future. The advantage of this approach is to fund major investments desired in the initial phases to improve the setting and trigger the momentum needed to attract private business capital. The required revenues can be provided up front and paid for over time by tax increment revenues applied to debt service on the bonds.

This approach can greatly accelerate the ability of the City to make improvements and thereby encourage revitalization. However, the amount of these early bonds will be greatly dependent upon the ability of projected tax increment funds to pay for them. Generally, it is not desirable to issue bonds which are under two to

three million dollars due to the costs of bonding. Thus, it may be desirable to delay bonding until projected proceeds are adequate.

Ultimately, the most practical approach would be to rely on a financing system of multiple funding sources, whereby the City gives a high priority in the early years towards an energetic downtown revitalization program. Early successes can return long-term dividends to the City both in terms of improved revenues benefiting the entire City and in terms of the cultural and social life of the City.

Despite cutbacks in recent years in state and federal funding support for local programs, the improving state and national economy may offset recent experience. In addition, as the City of Livermore grows, its funding capabilities will expand and its eligibility for outside sources of funds is also positive. For instance, in 1985 the City of Livermore will become an entitlement City under the Federal Community Block Grant program. This will increase the amount of funds available to the City for application to the downtown and elsewhere.

Two new special sources of financing should be considered for specific downtown improvements. A core parking district could be established using the special assessment district mechanism provided by state law to fund a wide range of needed downtown traffic improvements and manage the program overtime. A revolving fund for loans to businesses to fund storefront improvements and building restorations could serve as the major funding source for these programs.

KEY TO TABLE 7 FINANCIAL MECHANISM SYMBOLS

LOCAL

GF	General Fund
CPD	Core Parking District (Special Assessment District)
TIF	Tax
RF	Revolving Fund
MRS	Mortgage Revenue Bonds
DC	Developer Contribution or Fee
PG&E	Pacific Gas & Electric Underground Fund

STATE

CT	Cal Trans
GT	Gas Tax Fund
TDA	Transportation
P18	Cal Park and Recreation Facilities Act 1984

FEDERAL

CDBG	Community Development Block Grant Fund
HP	Historic Preservation Grants-In Aid; Title I Loans
PI	Preservation Incentives: Tax Reform Act of 1976; Investment Tax Credit Revenue Act of 1978
UDAG	Urban Development Assistance Grant
H312	HUD Section 312 Loan Program
H8	HUD Section 8
H202	HUD Section 202
SBAB	Small Business Administration Business Loan
FAU	Federal Aid to Urban

TABLE 7 POSSIBLE FUNDING SOURCES FOR DOWNTOWN IMPROVEMENTS

Improvement Elements	Local	State	Federal
Pedestrian Spaces and Plazas			
1. First Street Pedestrian Areas	TIF	P18	CDBG
2. Depot Plaza Pedestrian Areas	TIF		CDGB
3. Garden Court Block	TIF	P18	CDGG
4. Core Area Street Tree Program	TIF DC		
5. Downtown Street Tree Program	TIF DC		
6. Superblock Interim Program	GF DC		
7. Core Area Undergrounding	TIF PGE		
8. Core Area Street Lighting	TIF		
9. Downtown Street Lighting	GF DC		
Traffic and Parking			
1. State Highway Redesignation	-	CT	
2. Interim Truck Re-Routing: Railroad Ave.	GF	CT	-
3. Isabel/580 Intersection Construct.	DC	CT	
4. Final Truck Re-Routing: Highway 580	-	CT	
5. First Street Circulation/Parking Use	GF CPD	GT TDA	FAU CDBG
6. J/K Streets One Way Couplet	GF CPD		CDBG
7. Core Area Diagonal Parking	GF CPD		CDGB
8. Depot Plaza Parking Redesign	CPD, DC		CDBG
9. Upgrade Railroad Ave. "P" to "L"	GF, DC	GT TDA	FAU CDBG
10. Railroad Ave/First St. Intersect.	GF	GT TDA	FAU
11. Realign Church/First St. Intersect.	GF	GT TDA	
12. Revise Fourth/Livermore/East Ave. Intrst.	GF	GT TDA	FAU CDBG
13. Other Framework Improvements	GF	GT TDA	FAU
Building and Storefront Program			
1. Storefront Restoration Program	RT, TIF	P18	HP PI SBAB
2. Demonstration Project	RF, TIF	P18	HP PI CDBG SBAB
3. Public Use Facility (Community Center)	GF		CDBG



TABLE 8 ESTIMATED COST RANGE FOR MAJOR DOWNTOWN IMPROVEMENTS

PROJECT	LOW	HIGH
1. Garden Court Plaza	\$450,000	\$800,000
2. J/K Street Parking and Traffic .	13,000	73,000
3. First Street Pedestrian and Traffic	590,000	785,000
4. First Street Shops Rear Courtyard	350,000	485,000
5. Depot Plaza	250,000	365,000
6. Core Street Tree Program	100,000	150,000
7. Core Street Lighting Program	275,000	600,000
8. Downtown Street Tree Program	100,000	200,000
9. Superblock Interim Program	160,000	160,000
10. Core Area Diagonal Parking	20,000	120,000
11. Upgrade Railroad Ave. "P" to "L"	650,000	650,000
12. Railroad Ave./Firts St. Intersect.	500,000	500,000
13. Realign Church/First St. Intersect.	310,000	310,000
14. Revise Fourth/Livermore/East Ave.	510,000	510,000

LONG-TERM PHASING PROGRAM

The downtown improvement program should be incrementally phased over several years to allow for orderly budgeting for public and private improvements, adaptation to emerging economic opportunities, maturing of the business climate, and the definition and provision of improvements at the time they are actually needed. Many of the identified improvements are essential to the initiation of the revitalization process while others, such as long-term traffic improvements are related to overall City growth and circulation needs.

A three-part phasing system is proposed which recognizes the need for a long-term view to account for the many uncertain options and outcomes, but that community resources must focus on the program needs and economic conditions which are achievable in the short term. The system consists of:

1. A ten-to-fifteen year Phasing Guide which allows the City to consider a number of alternative land use scenarios which support the goals of Core Area revitalization but will depend upon evolving economic opportunities.
2. A two-to-five year Target Improvement Program to allow the City to adjust its priorities for implementation based upon its changing perspective of longer range opportunities and administrative lead time needed to implement specific improvements.
3. An Annual Improvement Program to insure that targets are met by scheduling funding assistance applications, and initiating design and administrative tasks necessary for the improvement programs of following years.

The ten to fifteen year Phasing Guide should be based on the Phasing Guide depicted in Table 7. It should continue to identify the most appropriate revitalization needs and options foreseen over a ten to fifteen year horizon during any one year. Refinements to this inventory of desired projects will change as early elements are completed, land use options selected, or new opportunities compatible with program objectives discovered. The guide should allow for a full understanding of all contingencies such as to the lead time necessary for improvements to

occur, the factors which signal the need for actual improvements (such as traffic congestion thresholds which require a traffic signalization) or dependency upon a funding source. The key decisions and lead time needed to implement any set of options should be clearly identified so that critical timing of any one element is not precluded due to the demands placed upon the redevelopment agency by the current program.

The long-term Phasing Guide enables the Redevelopment Agency to manage a wider range of options and activities, gives it the ability to adapt more readily to unexpected conditions, and provides for a more fluid development pace and cycle.

The two to five year Target Improvement Program identifies the action-oriented element of the phasing system. This program should be directly related to the five-year capital improvement program of the City. Statements of the funding sources to be earmarked for each of the target improvements to occur during target improvement program in the next two-to-five years, which include the roles of the City general fund, tax increment financing, state and federal assistance programs, should be provided. Whereas the Phasing Guide provides a broad strategic road map which is intended to insure an effective pace for the development program, the two-to-five year target improvement program relates improvements to the means and timing of the redevelopment process.

The Annual Improvement Program describes the tasks, products, timing and responsibility of those involved in the redevelopment process. While the annual program focuses on what is to be accomplished in any given year, it should be developed concurrently with an update of the Target Improvement program and the long-term phasing guide.

TABLE 9

URBAN DESIGN PROGRAM

PHASING GUIDE

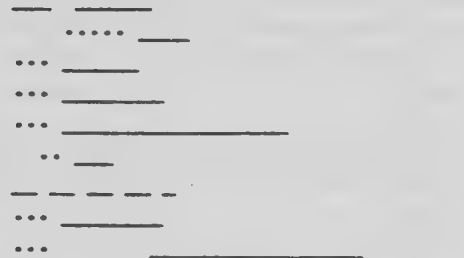
Improvement Elements

Year

1 2 3 4 5 6 7 8 9-10 10-15

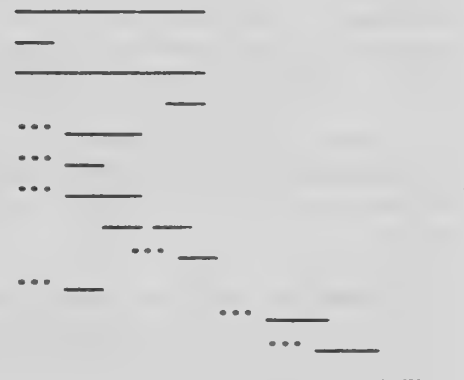
Pedestrian Spaces and Plazas

1. First Street Pedestrian Areas
2. Depot Plaza Pedestrian Areas
3. Garden Court Block
4. Core Area Street Tree Program
5. Downtown Street Tree Program
6. Superblock Interim Program
7. Core Area Undergrounding
8. Core Area Street Lighting
9. Downtown Street Lighting



Traffic and Parking

1. State Highway Redesignation
2. Interim Truck ReORouting: Railroad Ave.
3. Isabel/580 Intersection Construct.
4. Final Truck Re-Routing: Highway 580
5. First Street Circulation/Parking Use
6. J/K Streets One Way Couplet
7. Core Area Diagonal Parking
8. Depot Plaza Parkign Redesign
9. Upgrade Railroad Ave. "P" to "L"
10. Railroad Ave/First St. Intersect.
11. Realign Church/First St. Intersect.
12. Revise Fourth/Livermore/East Ave. Intrst.
13. Other Framework Improvements



Building and Storefront Program

1. Storefront Restoration Program
2. Demonstration Project
3. Public Use Facility (Community Center)



Key:

- ... design lead time
 — implementation
 - - - continuing program

DOWNTOWN PROMOTION PROGRAM

Establishment and coordination of a variety of downtown promotional activities is instrumental to the revitalization effort. The objective should be not only to restore the Core Area as the central focus of the City's cultural and social life, but to attract visitors and investment interests to downtown Livermore as a vibrant, attractive town center within the region.

During the years of decline the old downtown has experienced, the attitudes and habits of many of those living in the City has led to the exclusion of the town center as a setting for their day-to-day activities. While the major convenience commercial centers attract many shoppers to the downtown, the redevelopment strategy is intended to build upon this drawing power and expand the range of activities which will attract the community downtown.

Four types of promotional activities are needed to supplement the land use and urban design programs of the revitalization plan. These include:

1. Promotion of the Core Area image as a specialty retail center of an emerging wine region;
2. Recruitment of outside businesses and investors desired in the downtown;
3. Joint merchandising and special commercial promotions;
4. Special community events.

Wine Country Retail Image. Although the history and traditions of the Livermore Valley as a wine-making region are just gaining recognition today, the community has taken great strides through the Fall Wine Harvest Festival of recent years toward creating a new image for the City and the valley. In keeping with this attitude, the rediscovery of these traditional values has been incorporated into the recommended theme for Core Area revitalization.

A broad program of image raising to communicate this identity to outsiders and community members alike will be required. While the urban design program is capable of providing the tangible,

physical evidence of the rediscovered downtown spirit, it will depend upon a joint public and private effort to promote this image in the media.

All progress in steps undertaken in the Core Area which contribute to the advancement of revitalization goals should be continually reported locally. All forms of mass media, advertising, brochures and feature stories should be promoted which tell the story of the town center's links with its past, traditions and its aspirations for building on these as a source of its new vitality.

Recruitment. A program to recruit outside investors and developers will be needed to accomplish short-term and long-term objectives. The Core specialty retail area can greatly benefit by recruiting successful specialty retailers or restaurateurs whose style, skills and financial capabilities are suitable to the program qualities desired. Some of these could be recruited to open new establishments in the downtown which are compatible with and essential to the realization of the retail components of the Core Area plan.

Similarly, the attraction of residential developers to the redevelopment sectors of the downtown planned for new multi-family residential neighborhoods would benefit from a broad interest on the part of the homebuilding industry. While it would be desirable to attract a major new employer to the downtown area as well as numerous small professional service office uses, a prerequisite to this type development will be to promote the planned character and resources of downtown Livermore and the role that new employment based land uses can play in the downtown's future.

Merchandising. Joint merchandising of the new proposed specialty retail themes of downtown merchant groups as opposed to individual businessmen can greatly reinforce the image of a unified downtown program. Joint promotional activities can take special advantage of seasonal merchandising events such as wine harvest, the Halloween midnight sale, sidewalk sales and other events. The public spaces planned for the Core Area are especially suitable as a focus for these merchandising and special promotion efforts.

The development of a stronger restaurant, eating and drinking core within the old town center would not only reinforce the rest of the merchandising program, but can benefit by special promotions as well. For instance, the very successful subscription dinners sponsored by the Chamber of Commerce in the past, which have featured famous restaurants (i.e., Trader Vic's) could be staged under a tent in the proposed garden court plaza and could be designed around a wine tasting theme.

The success of these events could begin to establish a tradition of expanded quality restaurant service in the Core Area and demonstrate the market potential to attract experienced, quality purveyors of eating and drinking establishments.

Special Events. The tradition of special community events in the downtown reaches back to the original Rodeo Day Parade down First Street which has been carried forward today to a wide range of events including Rodeo Days, the Wine Centennial Ball, Livermore Day at the Fair, the Great Livermore Air Show, the Livermore Art Festival. These types of special events provide a communitywide entertainment program which can once again focus the community on its downtown. Many types of community special events such as balloon races, auto shows, art shows, street fairs, arts and crafts fairs, flea markets, farmer markets, concerts, wine tastings, special food shows, flower shows can be staged entirely in the downtown.

Other traditional events which normally occur outside the town could be related partially to the downtown stage. Although these special events are not specifically sales oriented, they reestablish the downtown as the central place of community life and indirectly benefit the merchant by increasing the exposure of new existing shops, creating incidental sales and generating overall community goodwill. These larger special community events and joint merchandising proposal promotions should be coordinated.

APPENDIX I

ECONOMIC ANALYSIS FOR DOWNTOWN LIVERMORE:

SUMMARY OF FINDINGS AND CONCLUSIONS

Prepared by

KEYSER MARSTON ASSOCIATES, INC.

TABLE OF CONTENTS

	<u>Page</u>
INTRODUCTION	1
I. RETAIL NEEDS AND OPPORTUNITIES	1
A. LOCATION AND ACCESS	1
B. COMPETITION	2
C. TRADE AREA	2
D. CURRENT RETAIL TRENDS	3
E. MARKET POTENTIAL	4
F. CONCLUSIONS	7
II. OFFICE NEEDS AND OPPORTUNITIES	7
A. MARKET AREA	7
B. INVENTORY AND ABSORPTION TRENDS	7
C. OFFICE POTENTIAL	8
III. RESIDENTIAL NEEDS AND OPPORTUNITIES	8
A. DEMAND	8
B. COMPETITION	8
C. MARKET POTENTIAL	9

INTRODUCTION

This report summarizes the principal findings and conclusions of our assessment of the economic needs and opportunities for rehabilitation or new construction of retail, office and residential facilities in downtown Livermore.

The purpose of the report is to provide an economic perspective in the preparation of a redevelopment strategy and urban design plan for downtown Livermore.

Essentially, the approach utilized in the analysis was to examine the current market conditions and near term projected development climate for retail facilities, office space, and residential units in downtown Livermore, based on readily available market indicators. From this evaluation, a series of conclusions regarding the downtown's economic needs and development opportunities was drawn. Our major conclusions are outlined below.

I. RETAIL NEEDS AND OPPORTUNITIES

A. LOCATION AND ACCESS

Downtown Livermore is located approximately one mile south of I-580, about nine miles east of the I-580/I-680 interchange.

Local access to downtown from residential areas within Livermore is excellent. Many of the major arterials in Livermore lead to or converge on the downtown. In addition, the downtown is located between much of the residential development and I-580. As a result, travel to and from the freeway takes many local residents through the downtown, which reinforces downtown's location for convenience retail activity.

Regional access to the downtown is adequate, with three interchanges serving downtown from I-580, which travels east/west one mile to the north. It should be noted, in a regional context, that the extensive development undertaken in recent years near the I-580/I-680 interchange has altered patterns of commercial activity in the tri-valley area, and has affected access to Livermore indirectly.

From the perspective of marketability for both existing uses and new development, the major locational advantages of downtown are:

- It is now and will continue to be located centrally to serve the population base of the immediate Livermore area, which is currently approximately 55,000 and is projected to increase to 72,000 by 1990.
- It currently has a well developed, competitive base of convenience retail activity and related uses, which serve the Livermore area population.

Contrasting with the advantages are the major locational disadvantages facing retail activity in downtown Livermore:

- Competition from the area near the I-580/I-680 interchange, already intense, will continue to increase, since this area is the preferred location for major employers and retailers.

- Downtown Livermore is spread out, with large vacant parcels separating the older retail area from the newer retail centers; this land use pattern in physically unattractive.
- Circulation, both vehicular and pedestrian, through downtown Livermore is problematic in certain areas.

In summary, downtown Livermore is well located to serve the commercial needs of its immediate area, in spite of increasing competition from the recently constructed commercial facilities located near the I-580/I-680 interchange nine miles to the west. However, the physical separation of the older and newer retail areas in downtown Livermore, the unattractive appearance of parts of the downtown, its lack of pedestrian scale, and its circulation difficulties should be addressed to enhance the site's viability as a focus for retail activity.

B. COMPETITION

Downtown Livermore is located in an area which has experienced significant changes in retail activity and shopping patterns during the past several years.

These changes are due in part to the recent development of substantial amounts of new department store, junior department store, discount store and catalog store space near the I-580/I-680 interchange. Supporting uses for these major retailers include extensive amounts of apparel, furniture and appliances, specialty retail, restaurants, fast food outlets, other retail, and related uses such as movie theaters. Because these facilities are located approximately ten miles from downtown Livermore, they constitute a major source of competition for many of the retail uses in downtown Livermore.

Of the ten major retailers now open in the Livermore/Dublin/Pleasanton area, six have opened since 1980; in addition, two others have completed renovations since 1980. Consequently, retail activity near the I-580/I-680 interchange is currently highly competitive, with a number of relatively new facilities establishing themselves in the market.

It is anticipated that major retail activity in the Livermore area will remain very competitive during the next several years, and that the number of retail outlets and sales volumes near the I-580/I-680 interchange will continue to increase during that period.

As a result, it is projected that many retailers in downtown Livermore will continue to face increasing competition from outlets near the I-580/I-680 interchange. This competition should be most direct for sales of comparison goods, purchased in department stores, apparel shops, furniture and appliance outlets, and specialty retail stores.

C. TRADE AREA

The primary trade area from which retailers in downtown Livermore will derive the majority of their sales encompasses all of the City of Livermore, as well as residential areas immediately adjacent.

The trade area has been delineated based on population distribution and concentration in the Livermore area, convenience of access to downtown from various points in the Livermore area, the relative strength of existing and anticipated competing

retail facilities near the I-580/I-680 interchange and in downtown Pleasanton, and the estimated drawing power of the existing downtown Livermore retail facilities.

Most recent 1980 estimates indicate a trade area population of 52,160. Growth has slowed in the area due to recessionary conditions, resulting in a 1984 population estimate of about 55,000. Although economic conditions are projected to improve, environmental and geographic conditions will continue to limit residential development in the area. The trade area population is expected to increase to 62,900 by 1985 and 72,400 by 1990.

Livermore has a median household income level significantly above the county average, as does the trade area. As a result of larger average household size, per capita incomes in the trade area and Livermore are lower than the county median.

D. CURRENT RETAIL TRENDS

Retail sales trends in downtown Livermore during the past few years have reflected the increasing competition within the tri-valley area. In particular, the following changes have occurred in the downtown:

- Sales of comparison goods (i.e., merchandise from department stores, apparel shops, furniture and appliance outlets, specialty retail stores) have remained steady or even selectively decreased due to changing shopping patterns and competition from the I-580/I-680 area;
- Sales of convenience goods (i.e., merchandise from food and drug stores) have become highly competitive due to the recent development of several large market and drug centers in the downtown;
- The Old Core area has consistently lost sales to the newer market and drug centers and to the I-580/I-680 area;
- Sales per square foot of retail facilities generally, when adjusted for inflation, have not increased significantly;
- Lease rates for much of the retail space have remained essentially unchanged during the past few years;
- The values of retail properties have not increased significantly during the past few years;
- Leakage of sales of comparison goods to the I-580/I-680 area, particularly sales of specialty items, has continued;
- Several major auto-related retailers have experienced increasing competition for new car sales and service activities.

The general results of these trends have been a shift of downtown's retail character from a full service commercial core with a compact character to a more specialized convenience emphasis based on auto-oriented, self contained centers.

E. MARKET POTENTIAL

Based on the findings above and expected future patterns of development in the tri-valley area, the following market potential for retail activities in downtown Livermore is projected during the next several years.

1. For comparison goods (i.e. merchandise from department stores, apparel shops, furniture and appliance outlets, specialty retail):

- Department Store Potential:

The share of total department store expenditures that can actually be captured by any one store is contingent upon the strength of the store as a merchandiser, distance to the site, the level of competition, traffic barriers and other considerations. Thus we have examined department stores not only on the basis of market share, but also on tenant availability. The level of competition is high. For purposes of analysis, we have examined three types of department stores in the area: the full line department store, the discount department store and the junior department store.

A full line department store is one that carries furniture and appliances as well as apparel and other soft lines. In a metropolitan area like Alameda County in order to be competitive these stores are usually built to a size of 100,000-150,000 sq. ft. and only locate freestanding when there is no alternative (and many chains will not locate freestanding under any conditions).

In the Livermore area, the full-line department store chains active in northern California already are well represented near the I-580/I-680 interchange. Further, the Stoneridge Mall and certain other major retail facilities in the area have been built ahead of the market, which intensifies competition. The trade areas for these retailing concentrations overlap the downtown Livermore trade area.

Thus, the opportunity to attract a full-line department store to downtown Livermore is poor.

Discount department stores, which are often strong in small appliances, are also well represented in the Livermore area. There is strong competition outside downtown Livermore with discount department stores and catalogue stores represented in the area. Within downtown Livermore, a K-Mart is currently located on Stanley Boulevard.

Because a large discount department store requires a large population base for support, it is anticipated that the new K-Mart on Stanley Boulevard will satisfy this merchandising activity in downtown Livermore in the near term.

The analysis of a junior department store has been based on three factors. First, the market for junior department store merchandise in downtown Livermore has been reviewed. The current superdrugs (which function in some ways as junior department stores) and the planned K-Mart, together with the small J.C. Penney and the Sears catalog store, are expected to absorb most of the demand for junior department store

merchandise in downtown Livermore. Second, the feasibility of a 60,000 sq. ft. store was tested. This analysis concluded that such a store will not be feasible by 1990, due to the market share required in the anticipated competitive situation. Third, a 30,000 sq. ft. store was tested. After 1985, a 30,000 sq. ft. junior department store was concluded to have fair potential, if the economy has recovered and the store is developed with other supporting retail uses.

However, because junior department stores generally face intense competition, there are few expanding junior department chains. Attracting a chain to Livermore is expected to be difficult.

- Apparel Shop Potential:

Apparel stores located in downtown Livermore face increasing competition from facilities near the I-580/I-680 interchange. In spite of this competition, some potential for small, quality apparel stores exists. However, given the competition, it is anticipated that such stores would be successful only if they serve a specific market need or are developed with other supporting retail uses.

- Furniture and Appliance Potential:

Large furniture stores typically locate freestanding, often near a regional shopping center, in order to capitalize on the shopping traffic generated by the center. Consequently, the opportunity to attract a large furniture store to downtown Livermore is poor.

However, smaller specialty furniture stores which have higher sales per square foot can afford higher rents, and are potential tenants in downtown Livermore.

- Specialty Retail Potential:

Specialty retail is a term that refers to an array of small stores. The term can refer to the mall shop component of a shopping center or to a center comprised entirely of small shops. The types of stores that specialty retail refers to include stores such as: jewelry, gifts, novelties, antiques, music, sporting goods, art galleries, books, stationery, hobbies, toys, games, cameras, florists, glassware, decorator items.

Specialty retail of substantial size would not be possible in downtown Livermore at this time. However, specialty retail store space could be supported by 1985, if developed with other supporting uses. Included in the specialty retail category are promotional retail. This type of use, adequately supported, could eventually be successful in downtown Livermore.

2. For convenience goods (i.e. food and drugs):

- Food:

Downtown Livermore is currently the location for four relatively new supermarkets. The market opportunity for new supermarket development in

Livermore is limited by the recent construction of large stores by the four largest and strongest chains active in northern California.

Thus it will be difficult for an additional store to capture the market share required for a new facility in the face of this competition. This condition is likely to remain until around 1990, at which time we would recommend that the new supermarket be developed outside of downtown.

However, because the downtown has a strong base of food retailers, the development of specialty food shops might be considered in conjunction with other retail uses.

- Drugs:

The expenditure potential for drugstores, especially a 20,000 sq. ft. or larger superdrug, does not support development of a new drug facility until close to 1990 because of the competitive market situation in downtown Livermore.

3. For eating and drinking establishments:

The broad category of eating and drinking establishments covers everything from local corner bars to coffee shops, cocktail lounges and dinner house restaurants.

The focus of this evaluation is on restaurants since this use is most consistent with the development sought in downtown Livermore. Furthermore, coffee shop-type restaurants and fast food outlets have been developed in Livermore.

In identifying the market demand for restaurant facilities, it should be pointed out that restaurants, more than any other kind of development, succeed or fail as a result of management-related factors. Poor restaurants fail in the best locations and market demand conditions while others succeed under seemingly the worst conditions.

The probability of a large dinner house restaurant locating in downtown Livermore is slight. However, there is a good possibility that one or more smaller dinner restaurants could easily be accommodated in downtown Livermore, because the Livermore area with its upper middle incomes should have the capability to serve its immediate area and capitalize on the current under-built restaurant situation.

It should be noted that restaurants tend to succeed when clustered. A locale that acquires a reputation as a good restaurant area often has an overall attraction which is greater than the sum of its parts. Therefore, the City of Livermore should encourage the development of a group of quality restaurants in downtown.

In summary, in our judgment, downtown Livermore has sufficiently good access and a large enough local population base that, in the near term, there is support for at least one smaller size dinner house and a group of smaller restaurants. As population grows in the Livermore area, the opportunities for restaurant development should increase significantly.

F. CONCLUSIONS

From a market analysis perspective, the types of new retail development which would have the highest probability of success include:

- Promotional retail: A small, well merchandised promotional retail facility of 5-15,000 sq. ft. (similar in merchandising concept to Consumers).
- Small specialty retail shops: A restricted amount of carefully planned specialty retail and convenience space, focused on service needs of the local residents;
- Specialty furniture: Small furniture and household items stores merchandising to the design needs of local households;
- Restaurants: A group of well-managed restaurants catering to the lunch and moderately priced dinner markets;
- Specialty food: Smaller food retailers specializing in meat, fish, cheese, gourmet items and other related products.

II. OFFICE NEEDS AND OPPORTUNITIES

A. MARKET AREA

The rate of development of office space in the Livermore area has increased substantially during the past few years, due principally to the construction of several large scale projects near the I-580/I-680 interchange. Most of these projects are designed to serve the space needs of large regional tenants, especially corporate relocations to the area.

In spite of the proximity of the office development near the I-580/I-680 interchange to Livermore, the two areas should not be regarded as direct competitors, since they are designed to serve very different types of tenants. As office development continues near the I-580/I-680 interchange, there should be no significant impact on office development in downtown Livermore.

The primary market area for office space in downtown Livermore, then, is the city of Livermore and the areas immediately adjacent. Within this market area, almost all the office space is occupied by smaller tenants in local service businesses.

Most of the office space in Livermore is now located either in individual buildings (often converted to uses such as doctors, attorneys, accountants, realtors, or insurance brokers), in a few offices (many for retail-oriented office users such as title companies, realtors, insurance firms, or medical offices), and in the two large garden office complexes which are occupied by a broad variety of tenants.

B. INVENTORY AND ABSORPTION TRENDS

The four major subareas of office space concentrations in Livermore are:

- the downtown, where office space is oriented to business service tenants in the Old Core Area, and medical/dental tenants (often as owner occupants) in the Third Street office area;

- The North L Street area, where approximately a dozen homes have been converted to office use by medical/dental owner occupants;
- The East First Street area, where a wide variety of office sales and service tenants occupy a few multi-tenant buildings;
- The Holmes/Concannon area, which has the city's largest concentration of service office space, with a broad mix of tenants in two garden office complexes.

The total inventory of office space in these four subareas is approximately 200,000 square feet. This inventory has increased gradually over the past several years.

C. OFFICE POTENTIAL

Absorption of new office space in Livermore will be a factor of population growth and the need for general office services. Consequently, growth of office space should be incremental, paralleling the two percent growth of the city's population.

Downtown's share of this growth will most probably be determined by its ability to provide an attractive environment for offices services.

Given the relatively low lease rates for office space in downtown Livermore, development of new space will probably be less economically feasible generally than conversion of existing residential on retail space to office use. The conversion of space in or near the Old Core Area could provide an attractive inventory of inexpensive office space.

III. RESIDENTIAL NEEDS AND OPPORTUNITIES

A. DEMAND

The residential development recession of the past few years substantially reduced homebuilding activity in the Livermore area, and decreased resales of existing units significantly.

In spite of this recent drop in residential activities, the baseline demand for new units in Livermore is estimated to be in the range of 350 to 400 units per year, given a two percent annual increase in population. In addition, a gradual decrease in household size is expected to create a demand for approximately 100 units. The total annual demand for new units is thus in the range of 450 to 500 units.

B. COMPETITION

Residential sites for new development in downtown Livermore would be in competition with new housing construction in four other principal areas:

- The Springtown area, where active development of duets and single family detached homes are underway on several sites;
- The are east of downtown, where one major project is continuing near the free-way, and the products include both single family and some duplex townhomes;

- The area near the airport, where limited construction similar to the Springtown developments is continuing;
- Scattered sites to the south of downtown, where infill projects and a few smaller scale developments are underway.

C. MARKET POTENTIAL

Downtown Livermore is currently not generally considered a desirable location for residential development because of the following factors:

- The image of some portions of downtown is not as positive as that of the developing areas on the fringe of the city;
- Assembly of large development sites is severely limited by the available inventory;
- Land prices of many sites in downtown are based on theoretical values for commercial development, and would require relatively high density residential development (say 15 to 20 units per acre) to be competitive with sites at the fringes of the City.

If sites for residential development could be assembled in the downtown, and made available for townhouse density development at competitive prices it is projected that up to 20 percent (or 100 dwelling units per year) of the area's residential absorption could occur in downtown, based on recent trends.

This type of residential development would both reinforce commercial development in the downtown, and create a market for more retail space. It would also assist in providing a more active downtown environment.

APPENDIX II

INVENTORY OF IMPLEMENTATION MEASURES FOR DOWNTOWN LIVERMORE DEVELOPMENT PLANS

INTRODUCTION

The presentation of concept plans for the downtown urban design plan will naturally raise many questions as to availability of implementation measures by which communities can accomplish the plan and program provisions implied by these concepts. Although the intent of the meeting is not to deal with implementation programming strategies at this time, we felt it would be helpful if you were aware of the many tools applicable to urban design plans and redevelopment programs.

This preliminary list is intended to provide an inventory of the public and private procedures and mechanisms which are commonly used or available to implement downtown improvements and actions. These tools, in combination with others, will be recommended for application to the redevelopment program. Some duplicate each other or are secondary to the broad capabilities provided through the City's Redevelopment Agency.

REGULATORY PROGRAMS

1. Redevelopment Powers. Under State law, the Livermore Redevelopment Agency has broad powers to implement recommended downtown plans and programs. Within the Redevelopment Area, the Agency is empowered to acquire land, manage property, relocate people and businesses, clear land, prepare sites, build facilities, sell land and rehabilitate buildings and structures. A Redevelopment Agency may acquire land by purchase, lease, gift, or eminent domain. The Agency may obtain financing from any legal source and utilize tax increment financing to carry out redevelopment activities by applying tax increments obtained in the project area to finance planning, administrative, acquisition, and improvement activities. The plan must designate the type of land use permitted, the location and type of public facilities needed, set criteria and standards for development and set forth the means of financing the program. The major Federal funding sources for redevelopment has been the Federal Community Development Block Grant Program which was created in 1974 to replace a host of categorical grant programs.
2. Specific Plan. This technique is provided as part of the City's General Plan powers and is applicable to situations where a land area is to be developed according to a precise site plan organizing buildings, roadways, utility improvements and the like. Architectural, landscaping and other design provisions may be specified.
3. Zoning. Within a downtown setting, zoning techniques are applicable to achieving higher density development, or promoting conversion of an area to a desired land use type only if market pressures are sufficiently great to generate demand to make conversion economically attractive. Re-zoning is also applicable to protecting existing land use districts (such as residential neighborhoods) from fragmentation or piecemeal conversion to other land uses which should be located elsewhere to achieve planning objectives.

4. Development and Design Review. Design and development plan review to assure conformance of proposed development to the development and design criteria of a planning area may be applied to a broad range of developments and improvement activity. Streamlined procedures for review and permit approval are required, however, to guarantee that improvements and changes are in keeping with the timing of other improvement schedules and objectives of the downtown plan.
5. Signage Ordinances. May cover a variety of signage controls, ranging from detailed specifications to design review.
6. Architectural Design and Building Improvement Code Ordinances. Can cover a range of architectural controls dealing with building height, bulk, sun orientation, streetscape orientation, set-back, facade detailing and design, to requirements for facade and facility improvements, from minor face-lifts to major building rehabilitation.

DEVELOPMENT MECHANISMS

1. Capital Improvement Program. Public improvement programming when properly coordinated with downtown improvement plans can greatly assist and encourage private sector development. The CIP funds such utility improvements as water, sewer, storm drainage, roadways, streetlighting, sidewalks and the like, but may also be used to develop downtown amenities such as landscaping, plazas, park spaces and the like.
2. Joint Use Development Agreements. The Redevelopment Agency may enter into joint agreements with public agencies and private entities to reach redevelopment objectives. For instance, a future downtown BART station could be incorporated into development of mixed commercial office and residential uses through a joint use development agreement between the City and BART. Development contracts with private development entities are often adopted to establish mutual development objectives and guarantees.
3. Downtown Development Corporations. Downtown development and rehabilitation projects for commercial office and residential uses can be undertaken by quasi-public corporation formed by public and private interests which particularly include local lending institutions in their membership. Activities may range from full-scale redevelopment, renovation, adaptive use, and new construction projects, to joint ventures with private development companies.
4. Development Investment Business Operation Entities. A wide range of real estate redevelopment and business operations approaches have been encouraged for downtown redevelopment and establishment of commercial facilities, particularly for smaller properties and investors. These can range from limited partnerships or corporation which may assume responsibility for property acquisition, renovation, re-use and business operation based on concessionaire participation (with many of the same kinds of management agreements that insure success of shopping centers) or condominium type ownership and operation of businesses, to joint tenancy and tenancy in common of smaller buildings and enterprises. These approaches facilitate and promote owner/occupant participation in building redevelopment and business operations.

FINANCING MECHANISMS

1. General Fund. Redevelopment activities can be funded through appropriation from the General Fund via the annual capital improvement program or through budgets of various City departments. Although the sales tax and the property tax are the major income producing revenue sources of the City, all revenue sources would be positively affected by the downtown revitalization. Other typical tax vehicles of cities include transient occupancy tax, business license tax, franchise tax, property transfer tax, cigarette tax, and revenues from state and federal agencies including gasoline tax, motor vehicle fees, and revenue sharing.
2. General Obligation Bonds may be issued to finance improvements on lands within the City which are payable through general fund revenues. They require a two-thirds voter approval.
3. Special Assessment District and Bonding Techniques. A wide range of special assessment district techniques are provided for under California law, authorizing assessment procedures which can be employed to finance area improvements for roads, drainage, sanitary sewer, storm drains facilities, open space, bridges, public trails, public recreation and parks, parking facilities, pedestrian malls, street lighting as well as providing for maintenance of services and facilities. Some of the most applicable include: Reimbursement District (Articles 5 and 6 of California subdivision Map Act as amended in January 1977); Assess community services district (Section 61102.5, Government Code); Open Space Maintenance District (Sections 5075-50620 of Government Code); Drainage and Sewer Facilities (Section 66410-66400.30 and 66483-66484.5 of Government Code); Municipal Tax Districts (Section 60000-60160, Government Code); the Parking District Law of 1951; The Pedestrian Mall Law of 1960.
4. Tax Increment Financing. The use of redevelopment powers allows an agency to finance all aspects of downtown improvement programs by means of tax increment financing. The agency issues bonds to finance project improvement and administrative costs and would apply the tax increments of increased property value obtained in the project area to pay debt service on the bonds. Tax increments are considered revenues in excess of those produced at the time the area is declared a redevelopment project. In this way the value of new development which results from the redevelopment plan and program act to reimburse initial and continuing improvement costs. This mechanism has been greatly reduced by the effects of Propositions 13 and 4, but remains today a major source of local revenue available to finance most downtown improvements.
5. Revolving Funds. This technique provides for a pool of money made available to finance renovation projects that conventional funding sources cannot assist in. The source of the pool for a revolving fund may be entirely public funds, private funds or a combination. Some communities use community development block grant funds for the establishment of loan pools or may issue municipal bonds to establish a revolving fund. The program can provide funds at less than market rates to promote building rehabilitation by private individuals or business development. Typically, they are set up on a not-for-profit basis to maintain eligibility for Federal funds.

6. Mortgage Revenue Bonds. This technique has been used by the City of Pleasant Hill to implement development of high-density downtown housing by providing low market mortgage financing for qualifying home buyers of housing units developed by qualifying developers in the redevelopment area.
7. Developer Fees. Developer fees are adopted by ordinance to provide for collections of a permitting agency to recover costs resulting directly from development.
8. Federal Sources of Financing. Various Federal programs provide financing targeted for downtown, restoration, renovation and development projects. These are listed below:
 1. Community Development Block Grant Program
 2. Urban Development Assistance Grants
 3. Historic Preservation Grants-in-Aid. Matching grant program for restoration of historic buildings or districts.
 4. Title 1, Home Improvement Loans and Preservation Loans. Loan insurance program (FHA) to finance major and minor alterations.
 5. HUD Section 312 Loan Program. Low-interest loan program for renovation of substandard buildings.
 6. Tax Reform Act of 1976 Preservations Incentives. Provides income tax benefits to preservation developers and investors of owners of properties listed in the National Register of Historic Places or Historic Districts.
 7. Revenue Act of 1978 Investment Tax Credit. Allows for investment tax credit of up to ten percent of some rehabilitation expenditures for buildings at least 20 years of age.
 8. HUD Section 8 Housing Assistance Payment Program. Provides for publicly assisted housing for lease to lower income families.
 9. Section 202 Housing for the Elderly and Handicapped.
 10. Small Business Administration Business Loan Program.

U.C. BERKELEY LIBRARIES



C124922799

